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THE FEDERAL ROLE IN INVESTIGATION OF SERIAL VIOLENT CRIME

WEDNESDAY, APRIL 9, 1986

House of Representatives,
Government Information, Justice,
and Agriculture Subcommittee
of the Committee on Government Operations,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:06 a.m., in room 2247, Rayburn House Office Building, Hon. Glenn English (chairman of the subcommittee) presiding.

Present: Representatives Glenn English, Edolphus Towns, Thomas N. Kindness, and Jim Lightfoot.

Also present: William G. Lawrence, counsel; Euphon Metzger, clerk; and John J. Parisi, minority professional staff, Committee on Government Operations.

OPENING STATEMENT OF CHAIRMAN ENGLISH

Mr. English. The hearing will come to order.

For many Americans fear of violent crime casts a very real shadow over their daily existence. Most people try to avoid this threat by making their homes and work places as secure as possible, and by staying away from high crime areas when they can. Yet, violent crimes occur every day, even to the most careful of us. We get kind of used to reading about it in the papers: this bank was robbed, or that person was shot, or one drug dealer killed another drug dealer.

But, there is a very different form of violent crime that we hear more and more about: serial killings and rapes. In these crimes, one person commits a long series of offenses, often striking over a period of months or years. Their innocent victims are selected at random, plucked from their homes, their neighborhoods, or local shopping centers.

Some of these criminals are well known—John Wayne Gacy, Ted Bundy, and David Berkowitz (the Son of Sam), for example. Their crimes received national media attention, and books have been written about their killing sprees.

One might think that these men are rarities, and each is, in his own way. But the phenomenon of serial violent crime is not new, and it appears to be growing. FBI agents have reported to me that they know of men who have committed dozens, perhaps hundreds of rapes before being caught. The Green River killer may have murdered more than 40 women, and he is still at large.

Why do seasoned homicide detectives grind to a halt in the face of some of these serial crime investigations? Why do the criminals seem unafraid of the massive police dragnets that are created to catch them?

There are several reasons. These criminals are mobile. Many of them appear relatively normal to their friends and families. They are often above average in intelligence, and extremely deliberate about their crimes.

What are we facing out there? A Washington Post story in July 1984 stated: "* * * Justice Department officials recently estimated that there may be as many as 35 serial criminals at large." It went on to say that "* * * an FBI study of newspaper accounts has come up with 61 serial murderers who killed 765 persons in the past 2½ years."

That is an average of more than a dozen victims each. I have heard unofficial estimates from the Bureau that as many as 25 percent of the 4,600 unsolved homicides in this Nation each year are the work of serial killers.

And, how do we respond to these careful and mobile killers? Sometimes with surprising speed, but speedy cases are surprising mostly because of their rarity.

More often than not, the serial criminals have already kidnaped, tortured, raped, or brutally murdered a long list of victims before we are even aware that the seemingly unrelated crimes have been committed by one individual. He has frequently visited widely divergent jurisdictions, confident that local police agencies don't communicate or compare notes. Even within one jurisdiction, similar cases are often not recognized.

In New York City recently there were eight homicides in one hotel in only 2 years, but the killer was not caught as the result of a serial crime investigation. He was caught when he attempted another murder a few blocks away and confessed to all the earlier homicides.

Even when the crimes are committed in several States, the FBI normally does not have jurisdiction to investigate them. The vast percentage of murders and rapes are not Federal crimes, and this works to the criminal's advantage. The evidence that he leaves behind at any one crime scene is normally not enough to identify him, and this provides enough insulation for him to evade identification and capture.

This hearing and others to follow will explore the abilities of our law enforcement community at the Federal, State, and local levels, to respond to serial crime. This morning we will hear from the FBI, which has inaugurated a new program to help State and local police discover when seemingly unrelated crimes are, in truth, probably related. It is called the Violent Criminal Apprehension Program, VICAP, and it is centered at the FBI's training facility at Quantico, VA.

The heart of the program consists of reports of unusual violent crimes submitted by State and local agencies across the country. The VICAP computer compares them, and matches them if possible.

Mr. Lightfoot, do you have a statement that you would care to make?

Mr. LIGHTFOOT. Thank you, Mr. Chairman.

The large number of violent crimes committed by one person like the Hillside Strangler or John Wayne Gacy are particularly frightening and frustrating. I think it is hard to believe that those individuals could both develop a desire to commit such violent crimes and also get away with as many as they did before they were apprehended.

As we become more aware of this type of criminal behavior, our police agencies are faced with an additional question upon commencing investigation of a homicide or rape or other violent crime, and that is: Was it an isolated act or one of a pattern of violent acts? A system which could receive reports of violent crime and match similar characteristics would be helpful to police agencies at all levels in solving serial crimes by the same actor.

We will hear about the FBI system today, and I anticipate that we will hear about that which has been developed by the Regional Information Sharing Systems sometime in the future. Those regional projects will be holding a convention this coming weekend in Oklahoma City, I understand, a National Conference on Serial Murders and Unidentified Bodies and Missing Persons, at which you, Mr. Chairman, will be the guest speaker.

Our focus is, as it should be, how the FBI's VICAP might be run most economically and efficiently. I suspect that ultimately we will be faced with the question whether this type of program, like the Regional Information Sharing Systems ought to be funded at the Federal level. I hope we do not get bogged down on that issue, and that we can keep a focus on the effectiveness of the systems developed to collect and use the information necessary to solve serial violent crimes.

We are acutely aware of the situation in our part of the country with the Johnny Gott situation, for example. Just this past weekend a young boy was abducted and killed in Omaha, NE, which is right across the river, and my town was crawling with all kinds of people yesterday because they suspected that the murderer owns property there. So we are acutely interested in it as I have an 8-year-old son and a daughter as well.

I appreciate the opportunity, Mr. Chairman, to review this problem and assistance developed to deal with it. Unfortunately, I have another commitment this morning and will have to leave very shortly. I did go over the statements of the witnesses last night, and I look forward to what else is added to the testimony today.

Thank you, gentlemen, for being here. Thank you, Mr. Chairman.

Mr. ENGLISH. Thank you very much, Mr. Lightfoot.

Our witnesses today, as I mentioned, are from the FBI, and the entire morning will be spent with the FBI. Our leadoff witness will be Mr. John Otto, who is Executive Assistant Director for the Federal Bureau of Investigation.

Mr. Otto, we want to welcome you, and I will let you identify all those that have joined with you at the table this morning.

STATEMENT OF JOHN OTTO, EXECUTIVE ASSISTANT DIRECTOR, LAW ENFORCEMENT, FEDERAL BUREAU OF INVESTIGATION

Mr. OTTO. Thank you, Mr. Chairman. If I may, with your permission, I would like to read a letter that Director Webster has written to you on this occasion.

Mr. ENGLISH. Please.

Mr. OTTO [reading]:

U.S. DEPARTMENT OF JUSTICE,
FEDERAL BUREAU OF INVESTIGATION,
Washington, DC, April 9, 1986.

Hon. GLENN ENGLISH,
Chairman, Subcommittee on Government Information, Justice, and Agriculture, Committee on Government Operations, House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: I regret that I am unable to attend the hearing before your Subcommittee to discuss the FBI's efforts in investigating the serial violent criminal. As you know I am scheduled to appear at 9:30 this morning to testify regarding the FBI's counterintelligence activities before the Senate Select Committee on Intelligence.

I believe that the National Center for the Analysis of Violent Crime exemplifies the best effort of members of the law enforcement community, working together, to assist each other in finding ways to combat a serious criminal activity. We pulled together the best expertise of local homicide detectives, psychiatric specialists from the private sector, and the latest in computer technology. FBI Agents have interviewed convicted serial violent criminals, not to determine appropriate therapy or rehabilitation programs but, to develop information and techniques to detect, locate, apprehend and successfully prosecute offenders. This was first time this type of research had been done and has provided insights into the criminal personality uniquely applicable to law enforcement.

Mr. Chairman, I am proud of our effort in this area and of all those who contributed to the product; however, we are just at the beginning. We will continue to work with the local investigators to streamline the reporting requirement; we will explore additional areas of criminal activity where the techniques developed may be applied; and we will continue our research to increase our overall body of knowledge.

Mr. Chairman, I would like to commend you for your interest in this area and in holding these hearings. I am sure you will agree that this is an important advancement in our effort to stem the vicious activity of the serial violent criminal.

Sincerely yours,

WILLIAM H. WEBSTER, *Director.*

I will give you that letter, Mr. Chairman.

Mr. ENGLISH. Thank you.

Mr. OTTO. I also have a statement that I would like to read for the record, please.

I welcome this opportunity to discuss with you, Mr. Chairman and members of the committee, our concern about serial violent crime in the United States with particular emphasis on serial murders and the FBI's role in investigating these violent crimes and to address the FBI's efforts in research and assistance to the law enforcement community.

The uniform crime reporting section of the FBI gathers and compiles crime statistics from law enforcement agencies throughout the United States, and over the last decade these statistics clearly indicate that violent crimes represent a serious challenge to the law enforcement community. For the past generation, our society has become increasingly violent and that violence is not restricted to the major metropolitan inner-city areas alone. During this period, a new phenomenon in criminality appeared in America.

That phenomenon we have come to call the serial murderer, a new breed of killer.

Often killing at random and in a senseless manner, he picks targets of opportunity and those most vulnerable to attack. The selection of targets is usually women, but they may be children, homosexuals, hitchhikers or transients; anyone who is available and vulnerable. This individual is a human predator seeking out his prey to fulfill his fantasy to control and kill.

He kills because he is obsessed with killing. The serial murderer has defied the textbook solutions to homicide by killing without an apparent motive. He is ruthless, shrewd, and cunning. He adroitly confounds law enforcement by his high degree of mobility within our society. He kills within a community and, when law enforcement draws close, he moves on.

Analysts for our uniform crime reports have examined statistics for homicides dating back to 1966 when only 5.9 percent of all homicides were considered "random and senseless" with no apparent motive. In 1966, 88 percent of the nearly 11,000 murders in America were solved. A total of 1,310 homicides were unsolved, and 644 of those victims were killed for no apparent motive.

By 1984, 18,692 homicides were reported in the United States. Twenty-six percent of those cases were unsolved, translating to 5,020 homicides. Approximately 4,131 had died for no known motive. There is no way for us to analyze or to estimate how many of those victims were the targets of the repetitive, habitual, serial murderer, but there is common concern among us that there is a core of highly skilled habitual killers free in our society.

We are already far too familiar with some of these killers Beginning early in 1974, 10 young women in and around Seattle, WA, vanished one at a time over a period of 8 months. The police developed hundreds of suspects and the media reported every new lead, every new suspect, every theory of the disappearance of these young girls. In August, the abductions stopped. It was months later that most of the bodies of these young women were found in remote areas of Washington, battered, strangled, and sexually assaulted.

As abruptly as they stopped in Washington State, a similar pattern of abduction, sexual assaults, and murders began in Utah resulting in the disappearance of five young women and the narrow escape of a sixth. Even though the methods of abduction and the victims were strikingly similar, the authorities in Washington and those in Utah had no way of linking these crimes. One jurisdiction was separated from the other and had no means or method to compare these crimes or to focus on a common suspect.

There was an individual who was living in these two areas at the time of the abductions and murders and he eventually emerged as a suspect. His name was Ted Bundy. He was arrested, charged and tried for attempted kidnaping in Utah. He subsequently escaped which lead to the deaths of three women in Colorado and three more in Florida. He was finally arrested for possession of a stolen car and has since been sentenced to death in Florida for murder.

Ted Bundy is believed responsible for 24 to 36 sexually oriented murders in the United States and some authorities credit him with many more.

Ted Bundy personifies this ruthless breed of serial killer who leaves a perceptible signature at the crime scene and, when law enforcement begins to close its net, he flees and murders again somewhere else.

Kenneth Bianchi, the "Hillside Strangler" of Los Angeles, allegedly lured and murdered 21 young women in southern California but before he was identified, he moved to Bellingham, WA, in 1978. Unable to change his lust for murder or his pattern or crime, he killed two college coeds there. He was later identified and arrested in Bellingham. How was he identified and subsequently linked to the LA murders? The ironic twist was that chief of police, Terry Mangan, had previously been a police officer in southern California and recognized the modus operandi of the crimes and was able to focus on the right suspect.

There are many others that are familiar to the law enforcement community, but the point to be made is that there had been no resource available to law enforcement agencies to compare the patterned crimes of these killers. There had been no central repository for a comparison of the modus operandi and victimology of violent crimes.

During the past few years, we have been more aware of the impact and threat of the violent criminal. Whether it is the serial murderer, the serial rapist, the child abductor, or other violent criminal, public pressure is bearing on law enforcement officials throughout our country to take swift and positive action in investigating and identifying these offenders.

President Reagan, early in his administration, identified efforts to combat violent crime in the United States as a priority for his administration. With the support of the Congress and in partnership with local and State law enforcement agencies, the FBI has taken some initiatives directed at the violent criminal offender. In January 1983, the Director authorized the Behavioral Science Unit at the FBI Academy in Quantico, VA, to explore the concept of creating a national center for the analysis of violent crime. And on June 6, 1984, the Director formally established the National Center with funding support from the Department of Justice, specifically the National Institute of Justice, and laid the foundation for it to become operational on July 10, 1984.

We met our self-imposed deadline of June 1, 1985, to begin collecting data on unsolved, motiveless homicides committed in the United States, a project which has become known as the Violent Criminal Apprehension Program, or the acronym, VICAP.

The National Center consolidates research, training and investigative support in order to provide service to any law enforcement agency confronted with the unusual, bizarre and/or particularly vicious or repetitive violent crime. As part of the National Center, the Violent Criminal Apprehension Program provides a national clearinghouse for unsolved violent crimes.

Using computer data processing and a staff of crime analysts and investigative case specialists, it seeks to identify patterns of violent crimes within the United States and link those crimes where applicable. If crimes are linked, the submitting law enforcement agencies are immediately notified of the similar crime patterns and the other jurisdictions involved.

Since VICAP began to function as part of the National Center in June 1985, we have followed its progress very closely. This early development period of the program is very critical and must progress in a way that serves the law enforcement community as it is intended. We have brought on board four local law enforcement officers with extensive experience in homicide investigations and crime analysis. These four individuals form the heart of our analytical staff.

We have also been able to hire an exceptional computer systems engineer who also brings to our program years of law enforcement experience. Approximately 7 months ago, the center received a sophisticated computer system which will be the core for the data analysis of ongoing research projects in the National Center. Facilities at Quantico have been redesigned and this system is fully installed and currently operational at the FBI Academy.

Results of data analysis in this system will be used to further improve the VICAP system. Computer programmers and data analysts from within the FBI have been tasked for the past several months to design the unique and complicated software systems necessary for the analysis comparisons and linkage of the violent crimes submitted by the law enforcement community. As these packages are developed, they are tested, brought on line and become a part of our daily operations.

One of the essential elements of VICAP is the crime report which is submitted by local law enforcement to the center. This report was designed in concert with local and State law enforcement officials and contains three parts: initial investigation, follow-up investigation, and forensic laboratory examinations. However, over the past several months, we have not received the numbers of VICAP reports that we anticipated. We are pleased to relate that since October with the input of the law enforcement community, we have been critically reviewing the crime report and refining this instrument so that it better fits the needs of law enforcement agencies throughout the country.

On February 8, personnel at the National Center tested the revised VICAP report on a group of law enforcement officers attending our National Academy at Quantico. On February 19 and 20, the new crime report and the results of the tests were presented to a user group representing State and local law enforcement agencies from the States of Washington, California, Florida, and New York. The crime report is being reduced in size from a 64-page document to a 16-page document containing the essential variables necessary for the analysis and linkage of crime patterns.

The FBI has over 150 special agents specifically trained as criminal personality profiling coordinators. These agents are spread throughout our 59 field offices, and they have been equipped with an audiovisual training package for the purpose of presenting the National Center for the Analysis for Violent Crime, the VICAP, and the Criminal Personality Profiling Program to law enforcement in-services, conferences, and workshops throughout the United States. These agents have been presenting the VICAP story to the law enforcement and criminal justice community since August 1985, and they are a critical link to the local law enforcement community within their territories. They, along with other officials of the FBI, are carrying the message daily to local law enforcement.

The investigative jurisdiction of the FBI in the area of serial violent crime is minimal. In cases in which the killer has committed a Federal offense, such as kidnaping, we vigorously investigate these incidents. Otherwise, our role has been limited to the services of our laboratory and identification divisions. While we have greatly expanded our assistance through the National Center for the Analysis of Violent Crime, active FBI investigative assistance may be advisable in some situations.

We are currently discussing legislative alternatives with the Criminal Division of the Department of Justice. The framework of the proposals includes a Federal criminal statute aimed at the serial murderer, with investigative jurisdiction predicated on a request from local authorities for assistance and agreement by the FBI to enter the case.

Mr. Chairman, that concludes my opening remarks. I would be happy to respond to questions. I would like to, though, have one of my associates, Mr. Burgess, introduce members of the Center for the Analysis of Violent Crime that we have brought here today. I might add that we in the Bureau and in law enforcement in general are very proud of their pioneering work.

What they have achieved in being able to develop the actual science that they have and the expertise, the level of it, is something that is quite a milestone in the law enforcement profession, so I am very proud to be associated with these individuals and have them here with them this morning.

Smokey, you want to introduce your staff, please?

STATEMENT OF ALAN E. BURGESS, SUPERVISORY SPECIAL AGENT, FEDERAL BUREAU OF INVESTIGATION, ACCOMPANIED BY JOHN E. DOUGLAS, ROBERT R. HAZELWOOD, KENNETH V. LANNING, SPECIAL AGENTS, AND DR. DAVID J. ICOVE

Mr. BURGESS. Mr. Chairman, my name is Special Agent Alan Burgess. I am a unit chief in the National Center for the Analysis for Violent Crime and would like to introduce other members of the National Center that are with us today. On my left is supervisory special agent, John Douglas. To his left is special agent Kenneth Lanning, Dr. David Icove, and to my right is Robert or Roy Hazelwood, a supervisory special agent with our center.

At this time, Mr. Chairman, if you don't mind, I would like to present to you a slide presentation to show you the organization and how our National Center operates.

Mr. ENGLISH. Please, if you would, Mr. Burgess.

Mr. BURGESS. Mr. Chairman, what we would like to do at this time is show you a slide presentation to give you an idea of the FBI's focus on this particular problem of serial violent crime and to give you an idea of how we are organized at Quantico and how the FBI is organized to meet this problem. [Slides shown.]

This particular overhead is a cutout from a Newsweek magazine some years ago. You will notice that at the bottom of it it goes from 1961 to 1974, and we took this out of a Newsweek magazine showing the rate and the escalation of violent crime in this country.

It deals with robbery. It deals with forcible rape. It deals with murder and other violent crimes. If we were to extend this particular line on this graph, we would see that with few exceptions and a few plateaus that we have been in a violent crime increase, a violent crime wave since 1961 that is ever increasing. We have plateaued in the last couple of years where violent crime has plateaued out, but there are some behavioralists and futurists and other criminal scientists who believe that in the 1990's we are going to see an ever-increasing violent crime wave.

Our uniform crime reports that are collected by the FBI, and with our latest compilation of these particular statistics in 1984, show the incidence of, in this case homicide, arson, and forcible rape. From the statistical data you can see that our incidents of 18,692 homicides, we have a clearance rate of about 74 percent throughout the country. That means we have in this country, as of 1984, approximately 5,000 or 4,860 unsolved homicides. Of these from what Mr. Otto has testified today, he mentioned that there is among this number a certain number of motiveless—apparently motiveless crimes.

That number is approximately 18 percent today, motiveless crimes. We feel in the FBI that some of these may be attributed to this serial violent criminal, the serial murderer. We look at arson, we have an abysmal rate of solution or clearance. Seventeen percent of our arsons in this country are cleared. In that area we are expanding our VICAP capability and will expand it over the next couple of years to include arson.

Forcible rapes, of the reported forcible rapes we have a statistic of 84,233; of those, a clearance rate of approximately 54 percent.

Mr. ENGLISH. Smokey, you might at this particular point touch on how many of these are unreported. What is your estimate as to those rapes that are not reported.

Mr. BURGESS. Most statistics that we have tell us that about one rape in four is reported, and Roy Hazelwood will talk about his research and his work with the serial rapist, and we will talk about what the serial rapists have told us a little later.

Mr. ENGLISH. Really that reported number—it is likely we are talking about four times that amount, the actual number of cases.

Mr. BURGESS. That's correct.

There are some groups that keep these statistics. They claim that 1 in 10 is a more realistic number. But the statistics that we see coming out of the Department of Justice and other statistical gathering organizations say about one in four.

This is a slide showing generally our four programs under the National Center for the Analysis of Violent Crime: our Research and Development Program, our Training Program, Profiling and Consultation Program, and Violent Criminal Apprehension Program. Within the National Center we have two units. One unit is as you would see the two programs on the left. It is an instruction and research unit. On the right is another unit which includes the profiling and the VICAP, and that is the unit that I am in charge of.

I just want to bring one thing more to your attention in this particular slide, and that is down on the bottom you see under the research and development and under the profiling program, the police fellows. This is a pioneering effort by the Bureau in cooperation with local law enforcement to bring in homicide detectives into the FBI Academy for a period of approximately 1 year of training.

They are trained in all of the disciplines of the behavioral sciences, but we particularly focus them on our Profiling and Consultation Program, and we send them out as representatives of their own departments, back to their departments after this 1 year of training to act as liaison for the profiling of these violent criminals. To date we have sent back five of these fellows, and currently have with us today six fellows studying, and they will complete their studies in December.

To give you a brief thumbnail sketch of each program, Research and Development Program, of course we have targeted the serial and exceptional criminal, the particularly violent criminal, and our project targets are the homicides, the serial murderers, the serial rapists. We have completed our serial murder research. We are now compiling and analyzing it for assistance to us in apprehending the serial murderers in the future.

We have just completed our initial phase of interviews on serial rapists, and next we will complete, we hope by the end of June, our research on the serial child abductor and molester, and then later we are targeting arsonists.

Under our training program—of course, we are a training facility at Quantico, and we convert much of our research into our training program to train law enforcement officers all over the country, but also those that come through our National Academy Program and other specialty programs at the FBI Academy.

Our Profiling and Consultation Program—this will be spoken to in more detail by Special Agent John Douglas, but just to give you a thumbnail sketch in profiling, we do the behavioral crime analysis, psycholinguistics, personality assessments and also assist in strategies with both the law enforcement community and with the prosecutors later on at the time of trial. To give you an idea of the use of criminal profiling and crime scene assessment—is to tell you a little about the profiling aspect of our endeavors.

We want to provide investigators with a behavioral composite of the most probable offender. This means that: we want to focus law enforcement through an assessment of the crime scene and other information available on the most logical suspect or suspects in the case. That tends to refocus the investigation, and it tends, we think, in a cost effective way and a more efficient way to reduce the investigation man-hours of those departments.

We try to provide through this profiling the investigative techniques which may cause the subject to surface through error in his own judgment or through his own paranoia. We provide interview and interrogation techniques most suitable for that particular offense, or suited to that particular suspect when we know who he is.

Profiling concepts have been used in search warrants in several instances where we have done a profile, and that has been used as part of the search warrant, part of the probable cause to search a particular individual or search an individual's property.

Personality assessments for use by investigators—the difference, Mr. Chairman, in a personality assessment and a profile is this, and will be spoken to more in detail by John. A profile is when we have an unknown subject and a known crime. So we are trying to provide a composite description of that criminal or the type of offender who would commit such a bizarre crime.

The personality assessment is when we have a known criminal or known suspect—and by knowing his background, and his current and past habits we can make some determinations on whether that individual is capable of committing such a crime and how we can then go to the strategy of interviewing him.

We assist in the development of prosecutive strategies. Of course this is after a suspect becomes a subject and is ready to go to trial. We sometimes assist in the prosecutive strategies of the district attorneys.

Presentence, parole, and commutation opinions based on data base research—we have assisted in counseling Governors and in counseling other individuals who are dealing with the issue of parole and commutation of a particular individual who is incarcerated for a serial violent crime. We have testified in presentence hearings.

VICAP—the other aspect of my particular unit is VICAP, the Violent Criminal Apprehension Program. VICAP is a nationwide information center to collect, collate, and analyze investigative data of violent crimes.

I won't read through all of these, Mr. Chairman. They are for you to look at. Reportable offenses are those kinds of incidences or crimes that will come in and we are able to enter into our VICAP system for analysis and for collation.

The purpose of VICAP is to identify similar pattern characteristics dealing with M.O., the modus operandi of the offender, how he acts, the behavior that is exhibited at the crime scene. The victimology deals with the victim, the background of that victim, whether it is a high-risk or low-risk victim, the habits of that victim that would lead them to be a target of this crime from the physical evidence that is available at the crime scene.

Suspect description, suspect behavior, all of these can be identified as similar pattern characteristics through a VICAP system. The goal is to provide law enforcement reporting similar pattern violent crimes with information so that they can initiate multiagency investigations so we can better identify and apprehend these violent criminals.

When a report comes to VICAP, here is what happens. Once it is forwarded to us, we do an analysis of the information. We have crime analysts who look that information over to make sure it is complete. If it is not complete, then they call that particular department and talk to the homicide detective who has the case. They complete the information, and then the information is entered into our computer, and then the contributing agency is notified regardless of results. So if we don't make a match right away, we notify them anyway that we have it in their report.

Of course our purpose is to cut short violent criminal careers. It is to discover the violent criminal, the similar patterns, early in their career and to be able to link these cases together and therefore link law enforcement together in a cooperative effort to find and apprehend that particular criminal.

In our profiling basically we are to eliminate certain suspects and focus on realistic suspects and target those suspects and make them the focus of the investigation for the local law enforcement agency.

Congressman Lightfoot, a while ago, mentioned a case in his community. This particular case is a case that I cannot reveal the subjects name because there is adjudication on going in this particular offense. But this occurred in the Midwest in which a young boy was missing and then later found sexually molested and murdered.

It was a small community in the Midwest where it tended to terrorize the community. There were no clues. There were no suspects developed initially, and as the communities began to calm down about 3 or 4 weeks later, another murder occurred. I might mention to you that this was in close proximity in time to Johnny Gosch whose body has never been found, if in fact Johnny Gosch is dead. So it tended to be a very sensitive case for these particular people. This young man was a young teenager, and a newsboy as well. As I said several weeks later, another young man was found similarly molested and killed.

Several agencies worked on this case in Nebraska and in Iowa, and a witness had seen the second victim with a person who became the suspect, and a composite drawing was made.

This is a composite drawing. This was published to the community, and it aroused the community. They became sensitive to it and became alert to it. This case was solved by community awareness. A school teacher observed a male who had this appearance in a vehicle observing young junior high students coming to school. This individual was not a suspect at that time, but the individual, a young man, saw the school teacher and followed her into the classroom and confronted her with "What are you looking at me for?"

She said, "I am going to call the police." He immediately fled. She had taken his license number, had a description and now had been eyeball to eyeball with him and knew what he looked like and reported it.

The young man was arrested for this particular crime approximately 3 years ago. He was in the Air Force, and the ironic twist to this particular case is simply this: Last fall, Bob Ressler one of our instructors, was in his classroom in the National Academy and was speaking before a National Academy group. He said that we think we caught this young man particularly early in his career. He is in his early twenties. However, we know where he lived before, and it is possible that he killed before.

A police officer in that class said, "I am from that same area, and in fact we do have a crime similar to this." He went back to his department and this young man has been indicted for that crime here on the east coast. He had lived in this community before, and it was a crime of similar modus operandi, similar victimology. All of the puzzle pieces fit.

In closing, let me just show you one other case, an adjudicated case, on a William Scott Smith, to indicate how we think VICAP will work. William Scott Smith is an interstate truckdriver. He has been arrested and is currently serving time for two murders in the State of Oregon.

William Scott Smith physically is a big man. He is 6 feet 1 inch, and weighs approximately 300 pounds. The killings in Oregon were something like this—the modus operandi was like this. A woman, by herself, was in a convenience store late at night. William Scott Smith observes that and observes that she is by herself. He goes in, browses around, and when they are alone, he physically snatches her out of there, renders her unconscious, puts her in his truck, drives her several miles from the scene, rapes her, kills her and dumps her body.

The second modus operandi is this: He observes a young woman driving at night, again, by herself on the highway. As a truckdriver, he induces a minor accident with her. She pulls to the side of the road. He pulls off to the side of the road and comes with all of his papers, his insurance papers, his registration, his driver's license and apologizes profusely to her.

She finally lowers the window. As they exchange information, and she becomes less and less cautious about it, he is able to get her to lower her window all the way, and he physically reaches in and snatches her out and puts her in his truck, and—in the same general pattern—drives her several miles from the scene, molests her, rapes her, kills her and dumps her body.

The police with some of our assistance, but mainly through the police effort, began tracking through the journals of the various trucking companies that he worked for and were able to track some of his travels. If you notice on this map, all the way across the country are bright red lines. These are his travels over the last approximately 3 years. The little yellow tabs which you cannot read from where you are sitting, the yellow tabs are dates and the actual places, where he was and the dates that he was at these particular locations.

For instance, it would show Louisville, KY. He was there on August 17 through August 19 making deliveries for his interstate trucking company. What we don't know, but what intrigues us is, are there other bodies of females that have been found around the country with this modus operandi? Are there other young women who were found who were in convenient stores or were alone in a diner running the cash register? Are there other women whose car was abandoned on the side of the road and later their bodies found raped and murdered?

We feel that when VICAP comes into its fully operational mode, when it becomes a standard procedure for law enforcement to send to VICAP these forms and their crimes, these violent crimes, we feel that we will be able to cut short the careers of the William Scott Smiths very early in the game, and that we then will become effective in doing our part in combating this serial violent criminal.

Thank you, Mr. Chairman. I would like to call on John Douglas, now.

Mr. ENGLISH. John, do you have slides as well?

Mr. DOUGLAS. Yes, I do.

Mr. **English**. OK. Would it be better if we voted before we got started on these slides? We do have a vote on right now, and it would take about 5 minutes. Would that be better?

Mr. **Douglas**. Sure.

Mr. **English**. Maybe we should do that, and then we will come right back.

Mr. **Douglas**. Fine.

[Recess taken.]

Mr. **Douglas**. I'm John Douglas. I run the Bureau's Criminal Profiling and Consultation Program, which we formally organized about 5 years ago. I have been doing criminal briefing since the mid-1970's when we were getting cases at the FBI Academy on an informal basis, and we were receiving 30 to 40 cases per year, at the most. We would hear indirectly through feedback from law enforcement officers around the country—maybe we would be out on a road school, and they would tell us:

> Remember that case we discussed with you in class? It was discussed with other students and it turned out really well. Your profile was really on the money. You hit just about every element with exception to the age grouping.

So we did it informally.

[Slides shown.]

Mr. **Douglas**. It really wasn't until in the 1970's that we began to conduct research from the law enforcement perspective. No one has ever conducted research in law enforcement that we felt was of benefit to us, and that is to go out and ask questions on how they selected victims, or why that particular victim. Why did you go from rape to murder? What did you do after you killed the victim or raped the victim? Did you follow the press? When you were out looking for victims, we couldn't see a pattern in your victim selection. We couldn't see a pattern. We were looking at the times of day, the day of the week, the weather element. We couldn't see a pattern? What did you do? Were you conscious of the day of the week? They may come back and tell us, "No, I was on the hunt nightly, or I was on the hunt nightly looking for victims—looking for victims of opportunities, victims who I could get away with my crime."

"Well what did you do when you couldn't find a victim?" "Well I would go back." David Berkowitz, the Son of Sam, told us this in New York City where he killed six people parked in lover's lane areas and was also responsible for 2,500 arsons in the city of New York. He told us that he would go back to the areas where he was successful. Successful to him was to go back to the areas where he killed coeds.

That's dynamite information for us in law enforcement, to have this kind of information, and by conducting this kind of research from this law enforcement perspective, over the years we began to see certain common denominators and certain trends. But we didn't want to do a research project that was just an in-house research project. We went outside the Bureau, and we went outside and we talked to the people from other universities and disciplines.

Dr. Ann Burgess, renowned in the area of violent crime, particularly in rape, we teamed up with her, and we got a series of grants and we conducted these interviews, and we interviewed people like Richard Speck in Chicago who killed nurses back in the sixties;

David Berkowitz, the Son of Sam; and Sirhan-Sirhan and Squeaky Fromme, who was with Charles Manson; and Sarah Jane Moore who attempted to assassinate Gerald Ford; and Arthur Bremmer, who attempted to assassinate George Wallace here in Maryland.

We began to see patterns and certain trends that we began to put in classroom instruction, but then we began to get feedback from police from around the country, and the police began to tell us and request us to do profiles. So every year there was an increase in the number of cases requested of us to do profiling, and those days all we did was profiling, and that was it, but we developed ourselves in other areas, such as interview interrogation techniques.

There is not enough training in interview and interrogation techniques for law enforcement in this country. Many times we just use one particular technique in conducting an interview. You may spend years on an investigation, but now that you bring this individual in, particularly if you are dealing with a serial killer, for example, serial killers surface at about 25 years of age.

There usually is no burnout period for a serial killer. Psychologists and psychiatrists told us that burnout period for serial murders is in their forties. That is incorrect. I'll show you a case—they go well into their forties and still kill. They will burn out once they are caught or once they are sentenced to the electric chair and get the death penalty. Then they will stop killing, but there is no burnout for these particular individuals, and they will just keep moving on and on and will perfect their M.O.

If you can identify these people early in their careers when their M.O. isn't that perfected, when they are not that good at what they do—they are sloppier. They will commit crimes closer to their home, closer to their residence, closer to their place of employment. We will have a greater success in law enforcement in identifying them, when they begin their criminal careers.

As they get older and they get out of the 20-year age group and are into their thirties and forties and sometimes fifties, they become more mobile. They get more transient. They get better at what they do. They are able to develop certain ruses and cons, able to use maybe handcuffs, able to remove the door handle on a vehicle and once they pick up a child hitchhiking along the side of the road, and that child gets into the vehicle, that child is now trapped in his environment and he can take her to an area and do whatever he wants to do.

Now what we can do in profiling, what we can do in VICAP, is while the M.O. may change, the ritual, what they do to their victims will always remain the same. The way he assaults that victim, and many times even the way they will deposit or dispose of the victim, after that victim has been killed by him. That will remain the same. So it will take a very perceptive profiler and it takes years to learn this particular tool, to obsure this pattern.

There are many people in the United States now that are dabbling in profiling, and the police departments are using the services of these individuals that have had very little training in profiling. They the profilers, are primarily in psychiatry/psychology and the area of rehabilitation. Police are going to these people, these psychiatrists and psychologists for the profiles, for the assessments, and they are not too good. These other profilers are using terms such as paranoid schizophrenia, manic depressive psychosis, and paranoia.

What do these terms mean to law enforcement? It doesn't mean anything to us, and it is not going to help us in law enforcement in identifying these people. So what we developed were our own terms. We came up with terms, and back in 1980 Roy Hazelwood and myself in an article we wrote on the "lust murderer," we came up with terms called organized and disorganized. One category could be a mixed category, very, very simple terminology.

What we mean by organized and disorganized is that the crime or the crime scene reflects organization or it may reflect disorganization. What do you mean, disorganization? Well, disorganization could be caused by the youthfulness of the offender, or that the subject at the time of the offense was under the influence of alcohol or drugs so that's why it appears disorganized, or it appears disorganized because of some mental defect on the part of the subject.

It takes reviewing cases, it takes experience, and it takes reviewing thousands of cases before getting a national violent crime perspective at the FBI Academy. We are not just doing cases at the FBI Academy exclusively from the United States. We just got a case in from Italy called the "Mad Man of Florence." He has killed 18 people since 1968. We just got a case in from Paris, France. The subject has killed 25 elderly women in the last couple of years. We are receiving cases from Germany. We are receiving many cases from Canada and we recently received a serial murder case from Australia.

Agencies requesting profile assistance have attended the FBI National Academy as students and subsequently went back to their departments to spread the word that, hey, this is something that the FBI has in the United States that we really aren't in tune with. We don't have this knowledge. So we travel abroad and we will be going over seas this summer and do a few presentations, and we have applied what we have learned here in the States, and found it is applicable in those countries, and it has worked very, very nicely.

Behavioral crime analysis, the psycholinguistic analysis—was developed. Back in the 1970's, I ran an LEAA grant with Dr. Murray Miron. Psycholinguistics gives us in law enforcement an investigative tool to analyze a threatening communique; a threatening communique that may be addressed to a politician, may be addressed to a police chief, may be addressed to the head of a corporation where they are extorting moneys, or may be addressed to the family of a victim.

I just got back from South Carolina a couple of weeks ago where I testified in a serial murder case. The subject killed two children in South Carolina, and he is now being tied in to homicides in North Carolina. He was 35 years of age. When you come across a subject who has been identified at 35 years of age, the first thing you say to yourself is this is not the first time this man has ever killed. Serial killers don't surface at 35. He has killed before. So we tell law enforcement not to be satisfied with just your case. You are coming up with a solution with your case with a man 35? Let's go back and see where he has been for the last 10 years when he was in his mid-twenties.

Well, this individual wasn't satisfied with just killing these young children. He called up the parents of the children, and he would say:

> I gave your daughter a choice, a choice to die. Your daughter could die through ligature strangulation, through suffocation and through gunshot. Your daughter decided that she wanted to die through suffocation. So with duct tape, I taped her mouth, and before I even did that, I had sexual relations with her. Go ahead and tell the police where I have disposed of her. I dumped her off the side of the road.

It has been 5 days since he disposed of the victim. The guy is sharp enough to know that the body now is badly decomposed. Law enforcement is going to have a difficult time getting any evidence, any good tangible evidence off a body in that condition. But go ahead and tell them that the victim is at this particular location.

We went out to the location, we found the body. What we did in psycholinguistics was prepared a profile, an analysis based on the communique, because he had the girl also write a dying declaration statement to her parents telling them that I love you, Mom and Dad, and I am going to miss you, and he sent this off to the parents.

Through darn good law enforcement, and this case brought the FBI together with the head law enforcement agency of South Carolina which they call "SLED"—a united police front drew our resources together. The subject made a mistake when he made the girl write this letter to her parents. There was an indentation mark underneath a paper that once was on top of this particular paper here, and through a system they call "ESSDA," that was developed by Scotland Yard—with the naked eye you could not see anything but the letter written by their daughter, but when this was processed in their laboratory, what came up was the indented writing of a phone number, a phone number that could not be seen with the naked eye. They were able to trace the phone number to a house where this man was watching the house while the owners were away.

The profile—they did a background. They said this individual fits the profile 100 percent. We then brought him in for the interview and coached the individual offices on how to test interview him. Subjects like this, when they are 35 years of age, are not just going to raise up their hands and surrender, you got me!" You have to develop techniques. You have to maybe provide a face-saving scenario—give them a way out.

Well, we used these techniques and he admitted to his crimes, talking in the third person about this other individual who was responsible for the crimes. He went to court, testified, and we were able—for the first time in our program to qualify as an expert witness in the area of profiling as well as the interrogation techniques were introduced as being legitimate interrogation techniques. The jurors were out for 45 minutes and found him guilty. They went out in the second phase, the sentence phase, and subsequently sentenced him to death in the State of Carolina.

As I said in my writeup here, the program and what we did in this united front effort will never bring back their daughter or reveal how the family was traumatized. However, it brought a great deal of satisfaction to the parents, this family, to know that the killer of their daughter was now behind bars.

Some of you may recall—I'll quickly go through this. The psycholinguistics analysis was used jointly with Secret Service when they came to us a couple of years ago. There were threats against the President of the United States as well as Members of Congress. Letters were written to the President as well as other Government officials, and to establish credibility he, the subject, would take pictures of Congressmen and send the photographs to the Congressmen and to the law enforcement saying: "You see, I can get close to you. Anytime I want to I can take you out."

The subject began to taunt us with his letters. We brought the Secret Service down and together jointly did a psycholinguistic analysis profile. To give you an idea, this was the subject who was arrested. [Slide shown.] To give you an idea of the things that I did in this case, this is what I told them in the left side. We didn't know at the time where he was living in the United States.

I told them he would be a white male in his early to midthirties. He was a native New Yorker, so don't be looking around California, and he is going to live in the outskirts of New York. Part of that, I think, is not really scientific knowledge. Being born in Brooklyn was a big help to me picking up the accent of this guy, so I didn't have to be a Sherlock Holmes on this one.

This is what we did on the left. [Slide shown.] We had given this information on the left, and comparing the end result on the right. It became a viable investigative tool. How are we going to apprehend him? We met with Secret Service, and they did an outstanding job, and jointly, Secret Service and the FBI, we got this individual to call in to us, thinking all the time that he was talking to a reporter from a newspaper. While he was making a phone call at Grand Central Station, New York, agents of the FBI and Secret Service arrested him.

Hopefully within the next year we are going to have a psycholinguistics package that will be available to law enforcement throughout the country. We are going to put in threatening communiques in this computer and use this computerized profiling in the area of threat analysis.

This is a typical scenario here that you see throughout the country. [Slide shown.] It is a sad scenario because it involves school children. Why school children? What is the motivation of these serial killers and killers in general? And often times you can't just look at the attractiveness or unattractiveness of a victim. They select victims for simple reasons—to manipulate, to dominate, and to control. The victim can be 6 years old or the victim can be 60 years of age. The aim of the subject is to put the hurt on the victim, so it really doesn't matter at all what the victim looks like.

That's why you can't always tie in cases by saying, OK, these victims are in their twenties. Now this victim over here is only 8 years old; no tie in. That's wrong. They, the subjects, look for victims they can manipulate, dominate, and control and victims of opportunity; victims simply who are in the wrong place at the wrong time.

Of course, if you are dealing with women, say, in the area of prostitution, being in that particular field—prostitution, that places them in a high-risk category to be victimized, to be traumatized by a subject. [Slide shown.]

This case came to us and was solved through a national Academy class. They had no idea who killed this young child. She never made it to her residence. [Slide shown.] We looked at this, and we analyzed the crime scene and said "your killer is in the neighborhood." He is not a transient; you probably already interviewed this individual; you found him very gregarious, very, very outgoing, very, very cooperative. They said, "Well, you have just described an individual that we did in fact interview."

Well, go back. Here are the interview techniques. They also said, "By the way, he bit the victim on her breasts." A new investigative technique that is used a lot today, particularly by Dr. Levine from New York State, is called forensic odontology. We make these techniques available to other law enforcements.

We have a man with us now, a Dr. Jim Luke from the Armed Forces Institute of Pathology. He comes to our unit once a week. He reviews every homicide case that is furnished to us from throughout the United States. Dr. Luke reviews each case and gives submitting agencies suggestions. He'll get on the phone with the forensic pathologist who conducted the autopsy. He really is of great assistance to us and local law enforcement. [Slide shown.]

As I said previously, rape—murder; sex or anger, sex is oftentimes a secondary act with these individuals. The motivation is to manipulate, dominate, and control their victims. [Slide shown.] Just like Marie Stoner who got off a school bus from in front of her house and never made it home. She was abducted, driven 20 miles away. The Bureau was initially involved in a kidnapping case, but then when we found the victim, we determined she was not taken across State lines. However, through domestic police cooperation, we opened up all of our resources, and what they primarily wanted was a profile of the killer.

We gave them a profile which included hundreds of characteristics. The murder weapon was that rock on the side. [Slide shown.] The subject picked up that rock from the ground and dropped it on this young child's face four or five times. The profile identified a suspect who was already polygraphed and who had passed the polygraph on two different occasions.

We said, "Well, I don't know about the polygraph results, but maybe you asked the wrong kinds of questions. You should have asked questions that were more directed at him possibly getting blood on his clothing." The mere fact of taking the life of this child—he could care less. Like many of these violent offenders, sex is secondary. But the aspect of him being soiled by the victim's blood will cause him to react. You may get a rise out of him. Sure enough, he failed the third polygraph, and he subsequently confessed to his crimes. [Slide shown.]

Serial murders, killers, nothing new in the forties. William Hereins—Bob Ressler and myself interviewed him—killed several victims in Chicago, cutting up the body of one young child, Susan Degnun, spreading her body parts throughout the sewers of Chicago. [Slide shown.]

Ed Gein, back in the fifties, killed victims, peeled the faces of the victims and would wear the victims' faces through a face mask by placing them over his face and wearing them. Nothing new. [Slide shown.] Richard Speck, back in the sixties—really we would categorize him as more of a mass murderer, killing the 8 nurses on this particular night. That was in the sixties. And of course, you have Theodore Bundy. We just interviewed Theodore Bundy approximately 2 weeks ago. He wants to assist the FBI in our research project. He doesn't want to talk to anyone else. He has read some of our research. He likes what we came up with, and he wants to help us, he says, on the Green River case.

What is interesting about him is he is telling us that in the Green River case, stake out the crime scene, because the crime scene is a part of the killer. We know that. We have determined that in our research already, so he is not giving us any new information, but it is good to know that he is reinforcing what we already know. And like Mr. Burgess said, he has killed possibly dozens and dozens of victims. [Slide shown.]

Who are these serial killers and what do they look like? They look like you and me. They are gregarious, they are outgoing. Almost without exception they are always police buffs. They never could make the grade, so they do the next best thing. They may seek an occupation close to the periphery of law enforcement. It could be as a security guard, a private detective, or as a volunteer in a hospital where they would drive an ambulance.

I interviewed a subject in Baltimore He not only killed his victims, but placed the victims in an area where he would later be dispatched from the hospital to go out and pick up his victims. He wanted to be the center of the universe. He could now orchestrate the goings on. It is just the mind of the killer, and the mind of the killer, in our research of 36 serial killers, found their IQ's at a minimum of 110 up to 145. Overall it was about 115 to 120 IQ average. [Slide shown.]

Gerald Schaeffer, a police officer who was rejected by several different police agencies, when he was arrested, the only reason why he was arrested was because he made a mistake. [Slide shown.] This was a reenactment. He tried to hang this girl up in a wooded area, bring her to his execution site where he killed over half a dozen other women. While he walked back to his vehicle, she squirmed out of the ropes and ran to the road and flagged down a car. The police came and arrested him. Once again, he was like Theodore Bundy—gregarious, outgoing, will represent himself.

When you go to court, the jurors are looking to see someone looking ghoulish, someone foaming from his mouth. They can't believe the person sitting at the stand in his three-piece suit is possibly a serial murderer. So what we in the FBI attempt to do in assisting prosecutors, is to try to interpret the crime for the prosecuting attorney—and we are assisting police when we do this. How can the prosecutor best present this case to 12 jurors who cannot fathom, cannot understand that this nice man here sitting in the courtroom could commit such a violent act like we have seen and heard about in the courtroom. [Slide shown.]

Of course John Gacy, started off in Iowa, made it more difficult to detect when he placed his victims in the crawl space of his house. As long as he doesn't move his residence, he'll never be detected. As you know, Gacy was planning to put a concrete floor over the crawl space to cover up these 33 young children. If he did, police may never have been able to solve that case. Gregarious? Very gregarious. [Slide shown.] Politically involved in the community, has his picture taken with Rosalyn Carter—what do these serial killers look like? They look like any normal person.

Some of you may recall back in the seventies the "Woodward Corridor" cases in Michigan. $600,000 was pumped into this investigation through LEAA. The case to this date remains unsolved. We really weren't in tune, with criminal profiling at that time. [Slide shown.] The subject targeted these young children. He kept them for periods of days and weeks. When he was finished with them, he discarded these children just like trash in open view where they would be readily found.

The case to this day remains unsolved. We did a profile on this case, several years later. [Slide shown.] The subject cleaned the toenails of the children, cleaned their fingernails as well. Unfortunately, we were not involved in this case early on.

What is happening today? Today we mentioned the Police Fellowship Program. We are training a Michigan State Police officer right now. He is in his fourth month of training, and he will be sent out on cases after a year fellowship with us. He he will be right in—with the investigations when a case like this goes down. He will be right there with police and be maintaining contact with us. Jointly we will work a case like this as a team. [Slide shown.]

Back then we didn't have profiling. This case, "BTK," bind, torture, and kill was submitted. Mr. English, when you go out on your conference in Oklahoma next month, I saw on the schedule that Wichita, KS will be giving a presentation. It will probably be this case right here. [Slide shown.] "BTK" stood for bind, torture, and kill. The case remains unsolved to this day. All of a sudden the killer suddenly stopped after he had killed several victims, a total of seven victims. [Slide shown.]

Once again, he was wise. He was a wise guy. He not only killed his victims, but then he drew a sketch to the police—furnished a sketch to the police to say, "This is the way I left her. This is me. I am the BTK. I am attempting here to establish credibility, but try to catch me if you can."

But finally the cases suddenly stopped, and that was the end of it, and we haven't heard from him. If we had VICAP operational we could possibly come up with him. We can always say, and a lot of times you hear us in law enforcement say, "he must be incarcerated or dead." But maybe, more importantly, in this transient society, he is in another part of the United States today where we just haven't heard about him and police aren't aware there may be other cases elsewhere in the United States. [Slide shown.]

Rockford, IL, a case that I was involved with a few years ago, the police frantically called up. This man has killed six people. He has killed blacks, he has killed whites, he has killed six in Rockford, and two up in Kenosha, WI. Who is he? Who are we looking for? What is the race of this individual, because we have blacks and white victims?

We looked into the case. The first victims here we find were black victims who were shot. The subject was using multiple weapons. He was using a 357 magnum. He was using a .22 caliber handgun, and he was killing these other victims. [Slide shown.] They were motiveless kinds of crimes, he was not taking any money from the victims.

What we provided here was—not the name of the subject—unfortunately, we can't provide the names. Maybe some day. The race, we said it would be a black individual, and that is based primarily on statistics. What you should look at more closely is the first case. The first case will generally reflect the race of our subject. We gave them the age grouping. We gave them the probable height. We even told them where he would live and the type of dogs he would have. In this case, doberman pinschers or German shepherds. The only reason we said that—not that we have anything against doberman pinschers or German shepherds—it is just that we believed he was a paranoid individual. He is your stalker; he is your assassin personality, serial killers, when they buy dogs, this is the type they will buy. [Slide shown.]

Of course, you know in the eighties our unit was heavily involved in the Atlanta killings, and Roy Hazelwood and I were the first investigators to provide assistance under domestic police cooperation in this case. We had no Federal jurisdiction early on in the Wayne B. Williams case. We did not solicit this case. We are invited at the request of local law enforcement or other Federal agencies to provide assistance to them. So we went down. In Atlanta, we provided assistance in the form of profiles, investigative techniques, as well as assisting the prosecutors during the trial of Wayne Williams.

Edmund Kemper killed six people. He is 6 feet 6 inches, 250 pounds, 145 IQ, very cooperative during the interview. You just can't shut these guys up. They just want to talk about their crimes. [Slide shown.] Manson is not a serial killer. We interviewed people like your Charles Mansons, like your [slide shown] Bremmers that I mentioned—Squeaky Fromme of the Manson family; Sandra Good, who was just released from prison. She was in jail for an extortion plot against nuclear powerplants. [Slide shown.] Sarah Jane Moore, who attempted to assassinate Gerald Ford; [slide shown] Sirhan-Sirhan and many others.

As I said earlier, we refer to terms "organized" or "disorganized." You won't see any psychological jargon in our profiles. Just to conclude my presentation with just a few more slides, in 1983 a couple of us were called up to Anchorage, AK, to do an assessment, an assessment of an individual named Hansen. We did a detailed assessment of him. He abducted several prostitutes, but in every case he was released by the police because the police believed this individual, Hansen, who was a baker, a 43-year-old baker in the community, a pillar in the community. Police would not take the word of the prostitutes.

The prostitutes were telling police that this man Hansen tried to kill them, and Hansen said he was going to take them to an area in his plane, where he was going to let them loose like an animal, and then stalk them with a high caliber weapon and hunt them down. Police did not believe the prostitutes. We went up to Alaska on the case to do an assessment on him, and we said—after our assessment and intelligence gathering, that Hansen looks excellent and fits the profile of a serial killer. [Slide shown.]

They used profiling in a search warrant. They developed probable cause in a search warrant and the search was initiated at the residence. They subsequently found the weapons that would ballistically link him to other cases. [Slide shown.] They found jewelry which typically serial offenders will take from victims. [Slide shown.] And what was interesting was that they found a map, and on this map—the only way you could get to these areas was with an airplane, but every one of those red X's on the map represents a body.

The police had to wait in Alaska for the snow to melt. They went out to these areas and they found 18 bodies. [Slide shown.] He had a plane with snow tires here that enabled him to land in a very, very short air field. [Slide shown.] But he didn't care what his victims looked like, any size, any color, it didn't matter—victims of opportunity simply in the wrong place at the wrong time. Others were simply prostitutes in a high risk occupation. [Slide shown.]

What does he look like? Is he drooling from his face? Does he look out of the ordinary? [Slide shown.] The point I want to show here is the last two dates. They are 1962 and 1963. This man lived and resided in Minot, ND, in Moorehead, MN; and Minneapolis, MN. No one ever went back to these areas to see if in these other areas—this man who is 43 now would have been in his mid to late twenties and early thirties—to see if there are any other unsolved cases that Hansen could be linked to.

The police in Alaska were satisfied. Their man got over 499 years. This is a role in VICAP where we think we can bring investigators together. Get them together, talk it over, develop a strategy, where we can solve cases together as a team.

[The prepared statement of Mr. Douglas follows:]

STATEMENT OF

SSA JOHN E. DOUGLAS
BEHAVIORAL SCIENCE UNIT
TRAINING DIVISION
FEDERAL BUREAU OF INVESTIGATION

BEFORE THE

SUBCOMMITTE ON GOVERNMENT INFORMATION, JUSTICE, AND AGRICULTURE
UNITED STATES HOUSE OF REPRESENTATIVES

REGARDING

SERIAL CRIME

APRIL 9, 1986

I AM SUPERVISORY SPECIAL AGENT JOHN E. DOUGLAS, A MEMBER OF THE FBI TRAINING DIVISION'S BEHAVIORAL SCIENCE UNIT (BSU). FOR THE PAST FIVE (5) YEARS I HAVE SERVED AS PROGRAM DIRECTOR OF THE CRIMINAL PERSONALITY PROFILING AND CONSULTATION PROGRAM, A PROGRAM WHICH IS A COMPONENT OF THE BUREAU'S NATIONAL CENTER FOR THE ANALYSIS OF VIOLENT CRIME.

FOR THE PAST TEN (10) YEARS EFFORTS AT DEVELOPING CRIMINAL PERSONALITY PROFILES OF SUSPECTS IN CASES OF SEXUAL ASSAULTS AND HOMICIDES HAVE BEEN UNDERTAKEN BY MEMBERS OF THE BSU. THESE CASES ARE REFERRED TO US BY LOCAL, STATE, AND OTHER FEDERAL LAW ENFORCEMENT AGENCIES, INCLUDING CASES FROM FOREIGN COUNTRIES (I.E., ENGLAND, AUSTRALIA, ITALY, GERMANY, AND CANADA). FROM THE AVAILABLE INVESTIGATIVE EVIDENCE AND INFORMATION, WE DEVELOP A BEHAVIORAL AND DESCRIPTIVE COMPOSITE OF A SUSPECT. IT SHOULD BE NOTED AT THIS POINT THAT NOT EVERY CASE SUBMITTED TO THE BSU FOR ANALYSIS IS IN FACT PROFILABLE. HOWEVER, WE MAY STILL BE ABLE TO PROVIDE INVESTIGATIVE STRATEGIES, FURNISH INFORMATION FOR SEARCH WARRANT PREPARATION, PROVIDE ASSESSMENTS OF SUSPECTS, INTERVIEW/INTERROGATION TECHNIQUES, AS WELL AS ASSIST PROSECUTORS REGARDING PROSECUTIVE STRATEGIES.

THE PRODUCT (PROFILE) FURNISHED TEN (10) YEARS AGO TO LAW ENFORCEMENT AGENCIES WAS BASED ON BRAINSTORMING, INTUITION, AND EDUCATED GUESSWORK. HOWEVER, WHILE THE PROCESS WAS UNREFINED, THE PRODUCT WAS THE RESULT OF ACCUMULATED INVESTIGATIVE EXPERIENCE AND FAMILIARITY WITH A LARGE NUMBER OF SIMILAR CASES FURNISHED TO US.

IN 1979, ROBERT K. RESSLER, PROGRAM MANAGER OF VICAP, AND I INITIATED A RESEARCH PROJECT WHEREBY WE WOULD INTERVIEW INCARCERATED SEXUAL MURDER~~S~~ers. THE CONVICTED OFFENDERS WERE EXTREMELY COOPERATIVE FOR A VARIETY OF REASONS. SOME WERE TROUBLED BY WHAT THEY HAD DONE, AND WANTED TO COOPERATE IN AN EFFORT TO BETTER UNDERSTAND THE MOTIVATION FOR THEIR VIOLENCE TOWARDS OTHERS. OTHERS ENJOYED THE FACT THAT WE WERE SHOWING GENUINE INTEREST IN THEM. SURPRISINGLY, A MAJORITY OF OFFENDERS VIEWED US AS ASSOCIATES WHO HAD SIMILAR INTERESTS (CRIME) BUT ONLY FROM DIFFERENT PERSPECTIVES - OFFENDER VS INVESTIGATOR.

A REVIEW OF THE LITERATURE REVEALED THAT RESEARCH FROM A LAW ENFORCEMENT PERSPECTIVE CONCERNING VIOLENT OFFENDERS WAS VIRTUALLY VOID. IT WAS AT THIS JUNCTURE IN OUR PRELIMINARY RESEARCH PROJECT THAT WE ENGAGED THE SERVICES OF DR. ANN BURGESS, PROFESSOR OF PSYCHIATRIC MENTAL HEALTH AT THE UNIVERSITY OF PENNSYLVANIA - SCHOOL OF NURSING. DR. BURGESS IS A RENOWNED EXPERT IN THE AREA OF SEXUAL ASSAULT. IN 1980, WE PRESENTED OUR RESEARCH PROPOSAL TO JUDGE WILLIAM H. WEBSTER REGARDING THE NEED FOR LAW ENFORCEMENT TO HAVE RESEARCH DATA WHICH WAS GERMANE TO CRIMINAL INVESTIGATIONS. JUDGE WEBSTER SUPPORTED THIS RESEARCH ENDEAVOR AND EMPHASIZED THE IMPORTANCE OF MAINTAINING QUALITY

CONTROL OVER THE RESEARCH DATA OBTAINED FROM OFFENDERS PARTICIPATING IN THE PROGRAM. THE PROFESSIONAL AFFILIATION WITH EXPERT RESOURCES OUTSIDE THE FBI WOULD PRODUCE FOR THE FIRST TIME A MULTIDISCIPLINARY RESEARCH APPROACH IN THE AREA OF VIOLENT CRIME.

AS AN INVESTIGATIVE AGENCY, THE FBI WAS NOT PRIMARILY CONCERNED WITH THE ~~CASUAL~~ CAUSAL FACTORS RELATED TO VIOLENT CRIME. OUR RESEARCH FOCUS AND EMPHASIS WAS PRIMARILY AIMED IN SUCH AREAS AS MODUS OPERANDI, VICTIM SELECTION AND PRE AND POST OFFENSE BEHAVIOR. WHILE OTHER DEPARTMENTS AND AGENCIES WERE INTERESTED IN THE PERSONALITY DEVELOPMENT OF THE VIOLENT OFFENDER, IT WAS MORE PURPOSEFUL FOR US TO ASK SUCH QUESTIONS OF THE OFFENDER AS: "WHAT DID YOU DO WITH THE JEWELRY YOU TOOK FROM THE VICTIM?"; OR "DID YOU FOLLOW THE CASE IN THE MEDIA?" BY ASKING QUESTIONS LIKE THESE, WE BEGAN TO DETECT CERTAIN COMMON DENOMINATORS IN VARIOUS VIOLENT OFFENDERS. BACKGROUND INFORMATION CONCERNING PERSONALITY DEVELOPMENT OF VIOLENT OFFENDERS WAS SHARED WITH MENTAL HEALTH ORGANIZATIONS AND AGENCIES WHO WERE PRIMARILY INTERESTED IN CRIME CAUSATION AND PREVENTION.

THE PROFILING PROCESS IS DEFINED BY THE FBI AS AN INVESTIGATIVE TECHNIQUE BY WHICH TO IDENTIFY THE MAJOR PERSONALITY AND BEHAVIORAL CHARACTERISTICS BASED UPON AN ANALYSIS OF THE CRIME(S) HE OR SHE HAS COMMITTED. THE PROCESS GENERALLY INVOLVES SEVEN STEPS.

STEP 1. EVALUATION OF THE CRIMINAL ACT ITSELF.

STEP 2. COMPREHENSIVE EVALUATION OF THE SPECIFICS OF THE CRIME SCENE(S).

STEP 3. COMPREHENSIVE ANALYSIS OF THE VICTIM.

STEP 4. EVALUATION OF PRELIMINARY POLICE REPORTS.

STEP 5. EVALUATION OF THE MEDICAL EXAMINER'S AUTOPSY PROTOCOL.

STEP 6. DEVELOPMENT OF PROFILE WITH CRITICAL OFFENDER CHARACTERISTICS.

STEP 7. INVESTIGATIVE SUGGESTIONS PREDICATED ON CONSTRUCTION OF PROFILE.

THE TASK OF THE INVESTIGATOR IN DEVELOPING A CRIMINAL PERSONALITY PROFILE IS QUITE SIMILAR TO THE PROCESS USED BY CLINICIANS TO MAKE A DIAGNOSIS AND TREATMENT PLAN: DATA IS COLLECTED AND ASSESSED, THE SITUATION RECONSTRUCTED, HYPOTHESES ARE FORMULATED, A PROFILE DEVELOPED AND TESTED, AND THE RESULTS REPORTED BACK.

AN EXPERIENCED INVESTIGATOR BRINGS TO THE CRIME SCENE A CAPACITY TO GENERATE FORMULATIONS BASED ON HIS OR HER PREVIOUS EXPERIENCE. A FORMULATION IS DEFINED HERE AS A CONCEPT WHICH ORGANIZES, EXPLAINS OR MAKES INVESTIGATIVE SENSE OUT OF DATA THAT INFLUENCES PROFILE PREDICTIONS. THESE FORMULATIONS ARE BASED ON A CLUSTER OF INFORMATION EMERGING FROM INVESTIGATIVE REPORTS. THESE CLUSTERS ARE FURTHER BASED ON THE INVESTIGATOR'S EXPERIENCE IN UNDERSTANDING CRIMINAL ACTIONS. THESE FORMULATIONS ARE A

FIRST STEP IN THE INVESTIGATOR'S HYPOTHESIS REGARDING HOW THE CRIMINAL ACTS OCCURRED AND WHERE A SUSPECT MAY BE FOUND.

CRIMINAL PERSONALITY PROFILING HAS NOT BEEN CONFINED TO ONLY HOMICIDE AND RAPE CASES. WE HAVE CONSTRUCTED PROFILES IN CASES OF EXTORTION, KIDNAPPINGS, BOMBINGS, ARSONS, CHILD ABDUCTIONS, FUGITIVE ASSESSMENTS, AND POLITICAL ASSASSINS.

UPON COMPLETION OF ANY CASE SUBMITTED TO THE BSU FOR ANALYSIS, A STATEMENT ALWAYS PREFACES THE PROFILE. IT STATES THE FOLLOWING: "THIS ANALYSIS SHOULD NOT BE CONSIDERED AS A SUBSTITUTE FOR A THOROUGH AND WELL PLANNED INVESTIGATION." THERE ARE NO SHORT CUTS TO THE RESOLUTION OF A CASE. A PROFILE WILL BE HIGHLY VALID AND/OR RELIABLE AS LONG AS THE INVESTIGATIVE PROCESS HAS BEEN EXHAUSTIVE AND SOUND.

THE SERVICE PROVIDED TO INVESTIGATIVE AGENCIES HAS PROVEN TO BE A VIABLE INVESTIGATIVE TOOL. WE WERE RECENTLY DISPATCHED TO SOUTH CAROLINA FOR REASONS OF LENDING ASSISTANCE IN A SERIAL MURDER CASE. THE SUBJECT FOUND SATISFACTION IN TELEPHONING ONE OF THE VICTIM'S PARENTS AND ADVISING THEM OF HIS SEXUAL EXPLOITS WITH THEIR DAUGHTER AND HOW HE GAVE THEIR DAUGHTER A CHOICE AS TO HOW SHE WANTED TO DIE (GUNSHOT, SUFFOCATION, DRUG OVERDOSE). THE SUBJECT ADVISED THE VICTIM'S PARENTS THAT THEIR DAUGHTER SELECTED TO DIE BY SUFFOCATION AND HE COMPLIED WITH HER WISHES. THE SUBJECT DESCRIBED IN DETAIL HOW HE USED DUCT TAPE TO WRAP HER HEAD AND FACE CAUSING HER TO DIE OF

ASPHYXIA. THE SUBJECT, IN A SUBSEQUENT TELEPHONE CALL, ADVISED THE VICTIM'S PARENTS THAT THEIR OTHER DAUGHTER WOULD DIE NEXT. THE SERVICE PROVIDED BY THE BSU INCLUDED A CRIMINAL PERSONALITY PROFILE, WHICH ASSISTED IN IDENTIFYING THE SUBJECT, INTERROGATION TECHNIQUES RESULTING IN A CONFESSION, AND PROSECUTIVE STRATEGIES LEADING TO CONVICTION.

THE AFOREMENTIONED CASE WAS EMOTIONALLY DRAINING FOR THE PARENTS OF THE VICTIM AS WELL AS INVESTIGATORS. THE SUBJECT WAS CONVICTED OF THE HOMICIDE AND SENTENCED TO DIE IN SOUTH CAROLINA'S ELECTRIC CHAIR. THE SUBJECT'S CONVICTION AND DEATH SENTENCE WILL NEVER BRING BACK THEIR CHILD, BUT TO SEE THE PARENTS RELIEF WITH PEACE OF MIND KNOWING THIS MAN WILL NEVER KILL AGAIN MAKES THIS ENTIRE PROGRAM WORTHWHILE.

NO ONE MAY EVER SOLVE THE PUZZLE OF THE VIOLENT OFFENDER; HOWEVER, WE IN THE FBI BELIEVE THAT WE CAN POSSIBLY ASSIST LAW ENFORCEMENT BY IDENTIFYING SUSPECTS, LINKING SIMILAR CRIMES SO THAT LAW ENFORCEMENT AGENCIES CAN COMBINE THEIR RESOURCES TO FOCUS ON A COMMON CRIMINAL.

Mr. English. Thank you very much. I appreciate that.

Mr. Otto, I have a number of questions that I want to ask, but I am going to have to take about a 15-minute break here, if I may, and we will get right back.

[Recess taken.]

Mr. English. Let me say, too, it is my understanding that each of our witnesses does have a statement to include in the record, and without objection, those statements will be included in their entirety, and we appreciate that.

[The prepared statements of Messrs. Hazelwood, Lanning, and Dr. Icove follow:]

OPENING STATEMENT

OF

SPECIAL AGENT ROBERT R. HAZELWOOD

BEHAVIORAL SCIENCE UNIT

TRAINING DIVISION

FEDERAL BUREAU OF INVESTIGATION

BEFORE THE

GOVERNMENT INFORMATION, JUSTICE, AND

AGRICULTURE SUBCOMMITTEE

OF THE

COMMITTEE ON GOVERNMENT OPERATIONS

UNITED STATES HOUSE OF REPRESENTATIVES

REGARDING

SERIAL CRIME

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I AM SPECIAL AGENT ROBERT R. HAZELWOOD, A MEMBER OF THE BEHAVIORAL SCIENCE UNIT OF THE FBI'S TRAINING DIVISION AND PROGRAM MANAGER FOR THE TRAINING PROGRAM OF THE NATIONAL CENTER FOR THE ANALYSIS OF VIOLENT CRIME (NCAVC). I AM HERE TODAY AT THE REQUEST OF THE GOVERNMENT INFORMATION, JUSTICE AND AGRICULTURE SUBCOMMITTEE OF THE COMMITTEE ON GOVERNMENT OPERATIONS TO PROVIDE INFORMATION CONCERNING SERIAL RAPE AND THE RESEARCH CURRENTLY BEING CONDUCTED BY THE FBI'S BEHAVIORAL SCIENCE UNIT.

AS USED IN THIS STATEMENT, RAPE IS A TERM WHICH DESCRIBES A MALE FORCIBLY HAVING INTERCOURSE WITH A FEMALE NOT RELATED TO HIM. CASES WHICH ARE REFERRED TO THE BEHAVIORAL SCIENCE UNIT FOR INVESTIGATIVE CONSULTATION BY CITY, COUNTY AND STATE LAW ENFORCEMENT AGENCIES ARE THOSE IN WHICH THE OFFENDER IS UNKNOWN AND, FOR THAT REASON, THIS STATEMENT WILL PRIMARILY FOCUS ON STRANGER-TO-STRANGER RAPES.

AS DOCUMENTED IN THE FBI UNIFORM CRIME REPORT, THE INCIDENCE OF RAPE INCREASED IN 1984 OVER 1983 BY 6.7 PERCENT, AND THERE IS REASON TO BELIEVE THAT IT WILL CONTINUE TO INCREASE IN THE COMING YEARS. WHETHER THE INCREASE IS DUE TO AN ACTUAL RISE IN THE OCCURRENCE OF THE CRIME, BETTER REPORTING ON THE PART OF LAW ENFORCEMENT, OR MORE WILLINGNESS TO REPORT BY THE VICTIMS OF RAPE IS BEYOND MY SCOPE OF KNOWLEDGE. REGARDLESS OF THE REASON, RAPE STATISTICALLY APPEARS TO BE OCCURRING MORE FREQUENTLY. THE MULTIPLE OFFENDER, OR SERIAL RAPIST, IS OF PARTICULAR INTEREST TO

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SOCIETY IN GENERAL AND LAW ENFORCEMENT IN PARTICULAR, FOR HIS VICTIMS CAN NUMBER FROM AS FEW AS THREE TO AS MANY AS A HUNDRED AND POSSIBLY MORE. THE IMPACT OF SUCH A SERIES OF CRIMES IS FIRST, AND MOST IMPORTANTLY, FELT BY THE INDIVIDUAL VICTIMS. EACH VICTIM HAS BEEN PLACED IN FEAR OF LOSING HER LIFE THROUGH THREATS OR PHYSICAL FORCE. THE AFTER EFFECTS SUFFERED BY A VICTIM OF RAPE HAVE BEEN WELL DOCUMENTED BY ANN WOLBERT BURGESS, A NOTED EXPERT ON RAPE VICTIMOLOGY, AND OTHERS. THESE CRIMES ALSO IMPACT ON THE COMMUNITIES INVOLVED BY CREATING A CLIMATE OF FEAR, AND ON LAW ENFORCEMENT WHICH IS CHARGED WITH IDENTIFYING, LOCATING AND APPREHENDING THE RESPONSIBLE INDIVIDUAL IN THE SHORTEST POSSIBLE TIME. THE REQUIRED MANPOWER AND EQUIPMENT TO ACCOMPLISH THIS TASK CAN BE ENORMOUS. I RECENTLY INTERVIEWED A SERIAL RAPIST WHO HAD COMMITTED EIGHTEEN RAPES AND THIRTY-ONE ATTEMPTED RAPES PRIOR TO BEING ARRESTED. THE POLICE AGENCY INVOLVED HAD DEDICATED FIFTY OFFICERS TO A TASK FORCE TO STOP HIS CRIMES.

AS MENTIONED EARLIER, THE BEHAVIORAL SCIENCE UNIT PROVIDES REQUESTING AGENCIES WITH INVESTIGATIVE SUPPORT IN UNSOLVED SERIAL RAPE CASES. THIS SUPPORT IS MOST OFTEN IN THE FORM OF CRIMINAL PERSONALITY PROFILING. A CRIMINAL PERSONALITY PROFILE IS A WRITTEN DESCRIPTION OF THE TYPE OF INDIVIDUAL BELIEVED TO BE RESPONSIBLE FOR THE CRIMES COMMITTED. IT IS WRITTEN IN SUCH A WAY AS TO ALLOW THOSE WHO KNOW OR ARE FAMILIAR WITH THE OFFENDER TO RECOGNIZE HIM. THERE ARE NO PRE-PREPARED

PROFILES. EACH PROFILE IS PREPARED TO SPECIFICALLY ADDRESS THE RAPIST BEING SOUGHT FOR A GIVEN SERIES OF CRIMES. A PROFILE WILL INCLUDE SUCH INFORMATION AS APPROXIMATE AGE, RACE, EMPLOYMENT, GROOMING HABITS, LEVEL OF EDUCATION, ARREST AND MILITARY HISTORY (IF ANY), PASTIMES, MARITAL STATUS, SOCIOECONOMIC STATUS, TYPE OF RESIDENCE AND HOME ENVIRONMENT, WITH WHOM HE IS RESIDING, AND OTHER SIGNIFICANT PERSONALITY CHARACTERISTICS. AN ACTUAL PROFILE WOULD NOT BE LIMITED TO THE INFORMATION JUST MENTIONED. A PROFILE OF A SERIAL RAPIST IS PREDICATED UPON THE BEHAVIOR EXHIBITED BY THE OFFENDER DURING THE COMMISSION OF THE CRIME. SPECIFICALLY, THE VERBAL, SEXUAL, AND PHYSICAL (FORCE) BEHAVIOR. THROUGH THE EXHIBITED BEHAVIOR, THE UNDERLYING MOTIVATION FOR THE SEXUAL ASSAULT BECOMES MUCH CLEARER AND THE TYPE OF PERSONALITY LIKELY TO HAVE THAT MOTIVATION CAN BE DESCRIBED.

FUNDED BY AN OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION GRANT, A TEAM LED BY DR. ANN BURGESS, UNIVERSITY OF PENNSYLVANIA SCHOOL OF NURSING, JOINED THE BEHAVIORAL SCIENCE UNIT IN A RESEARCH PROJECT TO LEARN MORE ABOUT THE SERIAL RAPIST. AS A PART OF THIS RESEARCH, MEMBERS OF THE BEHAVIORAL SCIENCE UNIT ARE INTERVIEWING INCARCERATED OFFENDERS WHO HAVE RAPED TEN OR MORE VICTIMS, AND WHOSE JUDICIAL APPEALS HAVE BEEN EXHAUSTED. THE CRITERIA OF TEN OR MORE RAPES WAS CHOSEN FOR TWO REASONS: (1) AN INDIVIDUAL WHO RAPED TEN OR MORE TIMES WAS OBVIOUSLY VERY SUCCESSFUL IN ELUDING DETECTION AND CAN PROVIDE MORE MEANINGFUL INFORMATION REGARDING THE TECHNIQUES HE USED.

(2) THE LIKELIHOOD OF OBSERVING WHETHER THERE IS A PATTERN OF ESCALATION OF VIOLENCE IN SERIAL RAPE IS MUCH GREATER AS THE NUMBER OF CRIMES INCREASES.

THUS FAR, FORTY-ONE SERIAL RAPISTS, RESPONSIBLE FOR MORE THAN 836 RAPES, HAVE BEEN INTERVIEWED. THE INTERVIEWS WERE CONDUCTED IN PRISONS IN TWELVE STATES AND LASTED FROM FOUR AND ONE-HALF TO TWELVE AND ONE-HALF HOURS. PRIOR TO THE INTERVIEW, THE SPECIAL AGENTS PREPARE BY STUDYING ALL AVAILABLE DOCUMENTATION PERTAINING TO THE INDIVIDUAL AND HIS CRIMES. SUCH DOCUMENTATION INCLUDES POLICE REPORTS, VICTIM STATEMENTS, PRE-SENTENCE INVESTIGATIVE REPORTS, AND PRISON RECORDS. A STATEMENT OF CONFIDENTIALITY IS SIGNED IN THE PRESENCE OF A NEUTRAL PARTY (NORMALLY A PRISON MENTAL HEALTH EMPLOYEE) AND A COPY IS PROVIDED TO THE INMATE.

THE GOALS OF THIS RESEARCH ARE TO DETERMINE: (1) HOW THE OFFENDER WAS SUCCESSFUL IN ELUDING DETECTION. (2) WHAT, IF ANYTHING, LAW ENFORCEMENT COULD HAVE DONE TO MORE QUICKLY IDENTIFY THE RAPIST, OR CAUSE HIM TO TURN HIMSELF IN. (3) WHAT THE VICTIM COULD HAVE DONE TO PREVENT THE RAPE FROM OCCURRING. (4) WHAT ADVICE THE RAPISTS COULD PROVIDE POTENTIAL VICTIMS? (5) WHAT TYPE OF INTERVIEW AND INTERVIEWER WOULD BE MOST SUCCESSFUL IN THE INVESTIGATOR-RAPIST INTERROGATION. (6) WHAT ROLE, IF ANY, PORNOGRAPHY AND/OR DETECTIVE MAGAZINES HAVE IN THE CRIMES. (7) WHAT FEATURES ABOUT THE CRIME WOULD FURNISH THE

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BEST CLUES AS TO THE TYPE OF INDIVIDUAL RESPONSIBLE. (8) WHAT, IF ANY, COMMONALITIES EXIST IN SERIAL RAPISTS' BACKGROUNDS. (9) WHAT, IF ANY, COMMONALITIES EXIST IN THE BACKGROUNDS OF SERIAL OFFENDERS IN RAPE, MURDER, AND CHILD ABDUCTION. (10) WHY THE SERIAL RAPIST OF ADULT FEMALES OCCASIONALLY ASSAULT PRE-ADOLESCENTS?

THE NCAVC'S TRAINING PROGRAM IS RESPONSIBLE FOR CONVERTING INFORMATION OBTAINED DURING RESEARCH INTO CURRICULA, PUBLICATIONS AND PRESENTATIONS FOR DISSEMINATION TO THE LAW ENFORCEMENT COMMUNITY. SUCCESSFUL INVESTIGATIVE TECHNIQUES OBTAINED FROM THE RESEARCH AND TRAINING INTERACTION WILL BE INCORPORATED INTO THE NCAVC'S PROFILING AND CONSULTATION PROGRAM, AS WELL AS THE VIOLENT CRIMINAL APPREHENSION PROGRAM (VICAP)

THE TWO CASES PRESENTED BELOW ILLUSTRATE THE VARIETY OF RAPISTS WHO HAVE PARTICIPATED IN THE INTERVIEWS. IN CASE #1, I CONSULTED IN THE SERIES OF CRIMES BY PROVIDING A CRIMINAL PERSONALITY PROFILE PRIOR TO THE IDENTIFICATION AND ARREST OF THE RAPIST. FOLLOWING ADJUDICATION OF THE CASE, SPECIAL AGENT KENNETH V. LANNING AND I INTERVIEWED THE OFFENDER. IN CASE #2, THE BEHAVIORAL SCIENCE UNIT HAD NO INVOLVEMENT IN THE INVESTIGATION OF THE CRIMES PRIOR TO THE INTERVIEW.

CASE #1

AT THE TIME THE CASE WAS SUBMITTED FOR PROFILING, THE

RAPIST HAD COMMITTED APPROXIMATELY THIRTY RAPES. THE VICTIMS RANGED IN AGE FROM THIRTEEN TO FORTY-FIVE. AT MY REQUEST, THE POLICE AGENCY FORWARDED THEIR REPORTS ON THE FIRST FIVE, MIDDLE FIVE, AND LAST FIVE OFFENSES. THE PURPOSE OF REQUESTING THESE PARTICULAR CASES WAS TO DETERMINE WHAT CHANGES WERE OCCURRING IN THE OFFENDER'S VERBAL, SEXUAL, AND PHYSICAL (FORCE) BEHAVIOR. ONE OF THE CHANGES NOTED WAS THAT IN THE BEGINNING HE UTILIZED A SCREWDRIVER AS A WEAPON AND LATER BEGAN USING HANDGUNS. THERE WAS AN ESCALATION OF VIOLENCE FROM VERBAL THREATS TO PHYSICALLY STRIKING, TO BEATING, AND FINALLY TO BURNING AND PUMMELING OF THE VICTIMS' BREASTS. IN ONE OF THE LAST ATTACKS, THE VICTIM WAS TRAUMATIZED SO SEVERELY THAT SHE UNDERWENT A RADICAL MASTECTOMY OF BOTH BREASTS. IN THE INITIAL SERIES OF RAPES, THE VICTIMS WERE ALONE OR WITH SMALL CHILDREN. IN THE MIDDLE AND LAST SERIES, AN ADULT MALE (HUSBAND OR BOYFRIEND) WAS OFTEN PRESENT AND THERE WERE INDICATIONS THAT THE RAPIST PREFERRED TO HAVE THE MAN PRESENT. IN THE BEGINNING, THE OFFENDER WOULD STEAL LARGE ITEMS SUCH AS TELEVISION SETS, STEREOS OR MICROWAVE OVENS. AS THE SERIES PROGRESSED, HE TOOK ONLY JEWELRY OR MONEY. OVER THE SERIES OF CRIMES HE BECAME PROGRESSIVELY AGGRESSIVE, USED PROFANITY FREELY, AND HIS SEXUAL ASSAULTS INVOLVED MORE HUMILIATING ACTS FOR THE VICTIMS.

THE RAPIST WAS ARRESTED AS A RESULT OF POLICE INVESTIGATION AND ADMITTED TO SIXTY TO SEVENTY-FIVE SEXUAL

ASSAULTS WHICH INCLUDED FORTY-FIVE RAPES. THESE ATTACKS OCCURRED IN ELEVEN STATES OVER A THREE-YEAR PERIOD OF TIME. IN ADDITION TO THE SEXUAL CRIMES, HE ADMITTED TO BURGLARIZING OR STEALING FOUR MILLION DOLLARS WORTH OF PROPERTY FROM RESIDENCES. HE ALSO WAS ENGAGED IN WINDOW PEEPING, OBSCENE PHONE CALLS, AND EXHIBITIONISM.

DURING OUR INTERVIEW OF THE RAPIST, IT WAS DETERMINED THAT HE TARGETED HIS VICTIMS BY FOLLOWING THEM HOME FROM SHOPPING CENTERS. ALL OF HIS VICTIMS WERE FINANCIALLY SECURE AND HE KNEW THIS BY OBSERVING THEIR CLOTHES AND JEWELRY, THE TYPE OF CAR THEY DROVE, AND LATER OBSERVING THEIR RESIDENCE.

THE RAPIST WAS AN HONORABLY DISCHARGED VETERAN WHO HAD NO PREVIOUS ARREST HISTORY. HE HAD BEEN EMPLOYED AS A CARDIOVASCULAR TECHNICIAN AND HAD USED HIS EMPLOYMENT TO SEXUALLY ABUSE FEMALE PATIENTS AND TO DUPLICATE THEIR HOUSE KEYS WHILE THEY WERE IN THE OPERATING ROOM. HE IS ABOVE AVERAGE IN INTELLIGENCE AND WAS HAVING NUMEROUS CONSENTING SEXUAL RELATIONSHIPS WHILE COMMITTING THE RAPES. HE IS A SELF-ADMITTED SEXUAL SADIST WHO DESCRIBED EXPERIENCING PLEASURE FROM THE FEAR EXPRESSED BY HIS VICTIMS. HE STATED "I FEED OFF THIS FEAR." HE FEELS STRONGLY THAT HE WAS VERY CLOSE TO COMMITTING MURDER BECAUSE HE WAS BECOMING BORED WITH RAPE.

CASE #2

THE OFFENDER IS A WHITE MALE IN HIS EARLY FORTIES. HE COMMITTED MORE THAN FIFTY RAPES IN THREE STATES OVER A TWELVE-YEAR PERIOD. HE HAS NEVER BEEN MARRIED, NOR HAS HE EVER ENGAGED IN A CONSENTING SEXUAL EXPERIENCE. HE HAS NO PREVIOUS ARREST HISTORY AND AT THE TIME OF HIS ARREST WAS EARNING $36,000 PER YEAR IN A WHITE-COLLAR OCCUPATION. HE HOLDS A MASTERS DEGREE AND HAS AN IQ ABOVE 135.

HE BEGAN ASSAULTING WOMEN WHILE ATTENDING COLLEGE. HE INITIALLY USED A CHLOROFORM-SOAKED CLOTH WHICH HE WOULD HOLD OVER THE VICTIM'S MOUTH AND NOSE FROM BEHIND. AFTER SEVERAL UNSUCCESSFUL ATTEMPTS, A WOMAN PASSED OUT AND HE FLED, ERRONEOUSLY FEARING HE HAD KILLED HER.

HE BECAME MUCH MORE SOPHISTICATED OVER TIME AND BEGAN PRE-SELECTING AS MANY AS SIX VICTIMS IN ADVANCE. CONSEQUENTLY IF HE WAS SUCCESSFULLY RESISTED BY ONE VICTIM, HE WOULD THEN ATTACK AN ALTERNATE VICTIM. HE SELECTED HIS VICTIMS THROUGH WINDOW PEEPING OR SURVEILLANCE AND WAS, THEREFORE, ASSURED THAT THE VICTIM RESIDED ALONE. HE CHOSE NEIGHBORHOODS WHICH WERE VERY SIMILAR TO HIS OWN AND INTO WHICH HE COULD EASILY BLEND. THE RAPIST HAD TWO SPECIFIC SETS OF CLOTHING. ONE SET HE REFERRED TO AS HIS "ENTRY" CLOTHES. IT CONSISTED OF OVERSIZED SNEAKERS, JEANS, BLUE TURTLENECK SWEATER, GLOVES AND MASK. HE WOULD ENTER THE

RESIDENCE, ENSURE THAT THE VICTIM WAS ALONE AND SLEEPING, DISABLE THE PHONE, AND UNSCREW LIGHTBULBS IN THE RESIDENCE. AS HE DEPARTED, HE EITHER LEFT A WINDOW RAISED OR AN EXTERIOR DOOR AJAR AND THEN RETURNED TO HIS VEHICLE WHERE HE CHANGED INTO HIS "RAPE" OUTFIT. THIS CONSISTED OF DARK, NONDESCRIPT OVERALLS WITH A ZIPPER DOWN THE FRONT. HE WORE NO UNDERGARMENTS. AFTER ENSURING THAT THE WINDOW OR DOOR WERE IN THE SAME POSITION HE LEFT THEM, HE WOULD RE-ENTER THE HOME, REMOVE HIS CLOTHING AND STAND BY THE VICTIM, SLOWLY COUNTING TO TEN AND THEN LEAP ON THE VICTIM, SUBDUE AND RAPE HER. WHEN ASKED WHY HE COUNTED TO TEN, HE REPLIED "I WAS PUTTING OFF THE RAPE---IT WAS THE LEAST ENJOYABLE PART OF THE CRIME." WHEN ASKED WHY HE SIMPLY DIDN'T LEAVE AT THAT POINT, HE REPLIED "PARDON THE PUN, BUT AFTER ALL I HAD GONE THROUGH, IT WOULD HAVE BEEN A CRIME NOT TO RAPE HER."

IN THE TWELVE YEARS THAT HE RAPED, HE NEVER PHYSICALLY STRUCK OR BEAT A VICTIM. IF HE ENCOUNTERED RESISTANCE, HE WOULD FLEE. IN POLICE PARLANCE, HE WOULD BE REFERRED TO AS A "GENTLEMAN RAPIST." HE WAS NOT PROFANE OR DEROGATORY IN HIS VERBAL BEHAVIOR. HE RELIED ON HIS PRESENCE RATHER THAN PHYSICAL FORCE TO SUBDUE AND CONTROL HIS VICTIMS, AND ENGAGED IN VAGINAL ASSAULT ONLY.

THESE TWO CASES SERVE TO ILLUSTRATE THAT THERE ARE DIFFERENT TYPES OF RAPISTS WHO HAVE DIFFERENT MOTIVATIONS. THE

RAPIST IN CASE #1 ENJOYED HURTING HIS VICTIMS, WHILE THE SECOND RAPIST HAD NO MOTIVATION TO PHYSICALLY HARM THEM. INVESTIGATION DETERMINED THAT THEIR PERSONALITIES WERE AS OPPOSITE AS THEIR INTENT AND METHOD OF OPERATION. THIS TYPE OF INFORMATION IS INVALUABLE IN THE PREPARATION OF CRIMINAL PERSONALITY PROFILES.

THE SERIAL RAPIST INJURIOUSLY AFFECTS THE LIVES OF AN UNTOLD NUMBER OF VICTIMS. BY CONDUCTING THIS RESEARCH, WE ARE GAINING INSIGHT INTO THE PERSONALITIES OF THE OFFENDERS, INCREASING OUR KNOWLEDGE OF THE OFFENDER/VICTIM RELATIONSHIP, AND ENHANCING OUR ABILITY TO ASSIST CITY, COUNTY AND STATE LAW ENFORCEMENT AGENCIES THROUGH OUR EDUCATIONAL EFFORTS AND BY PROVIDING CRIMINAL PERSONALITY PROFILES OF UNKNOWN OFFENDERS.

OPENING STATEMENT

OF

SPECIAL AGENT KENNETH V. LANNING

BEHAVIORAL SCIENCE UNIT

TRAINING DIVISION

FEDERAL BUREAU OF INVESTIGATION

BEFORE THE

GOVERNMENT INFORMATION, JUSTICE, AND

AGRICULTURE SUBCOMMITTEE

OF THE

COMMITTEE ON GOVERNMENT OPERATIONS

UNITED STATES HOUSE OF REPRESENTATIVES

REGARDING

SERIAL VIOLENT CRIME

APRIL 9 , 1986

I AM SPECIAL AGENT KENNETH V. LANNING, A MEMBER OF THE BEHAVIORAL SCIENCE UNIT OF THE FBI'S TRAINING DIVISION AT THE FBI ACADEMY IN QUANTICO, VIRGINIA. I AM HERE TODAY AT THE REQUEST OF THE GOVERNMENT INFORMATION, JUSTICE AND AGRICULTURE SUBCOMMITTEE OF THE COMMITTEE ON GOVERNMENT OPERATIONS TO PROVIDE INFORMATION CONCERNING CHILD ABDUCTION AND THE RESEARCH CURRENTLY BEING CONDUCTED BY THE FBI'S BEHAVIORAL SCIENCE UNIT.

IN RECENT YEARS THERE HAS BEEN A TREMENDOUS INCREASE IN PUBLIC AWARENESS AND CONCERN FOR THE PROBLEM OF MISSING CHILDREN. CITIZEN GROUPS, THE MEDIA, CONGRESS AND LAW ENFORCEMENT HAVE INCREASINGLY FOCUSED ON THE ISSUE OF MISSING AND EXPLOITED CHILDREN. MUCH OF THE CREDIT FOR INCREASING SOCIETY'S AWARENESS OF THIS PROBLEM BELONGS TO THE PARENTS OF MISSING CHILDREN SUCH AS JULIE PATZ AND JOHN WALSH.

IN RECENT MONTHS THERE HAS BEEN INCREASING DEBATE AND CONTROVERSY CONCERNING THE NATURE AND THE SCOPE OF THE PROBLEM OF MISSING CHILDREN. ALTHOUGH DETAILED AND MORE PRECISE STATISTICAL DATA IS JUST NOW BEING COLLECTED, MOST EXPERTS AGREE THAT THE VAST MAJORITY OF MISSING CHILDREN ARE ADOLESCENT RUNAWAYS OR THROWAWAYS AND THAT MOST ABDUCTED CHILDREN ARE TAKEN BY NON-CUSTODIAL PARENTS. THIS DOES NOT NECESSARILY MEAN THAT THE PROBLEMS OF MISSING CHILDREN HAVE BEEN EXAGGERATED. HOMELESS TEENAGERS ARE AT GREAT RISK OF BECOMING VICTIMS OF DISEASE, DRUGS, ALCOHOL, EXPLOITATION, CRIME AND VIOLENCE. CHILDREN ABDUCTED BY A PARENT CAN SUFFER MUCH PSYCHOLOGICAL AND EMOTIONAL TRAUMA AND, IN SOME CASES, EVEN PHYSICAL AND SEXUAL ABUSE.

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HOWEVER, THE MOST COMMON TYPE OF MISSING CHILDREN CASES REFERRED TO THE BEHAVIORAL SCIENCE UNIT FOR ANALYSIS AND INVESTIGATIVE ASSISTANCE ARE THOSE INVOLVING THE APPARENT ABDUCTION OF A CHILD BY A STRANGER OR NON-FAMILY MEMBER. ALTHOUGH MOST EXPERTS AGREE THAT STATISTICALLY THIS IS THE SMALLEST CATEGORY OF MISSING CHILDREN, NO ONE IS SURE OF THE EXACT SCOPE OF THE PROBLEM. IN 1984, THE FBI INVESTIGATED 69 CASES INVOLVING ABDUCTED CHILDREN WHICH MET THE CRITERIA FOR THE FEDERAL KIDNAPPING STATUTE. THE REPORTING OF THIS FIGURE HAS BEEN MISINTERPRETED BY SOME TO MEAN THAT THE FBI IS ALLEGING THAT ONLY 69 CHILDREN WERE ABDUCTED IN 1984. THIS IS NOT ACCURATE. THIS FIGURE INCLUDES ONLY CHILDREN ABDUCTED IN ONE STATE AND LOCATED IN ANOTHER STATE, OR CHILDREN ABDUCTED AND NEVER FOUND. IT DOES NOT INCLUDE CHILDREN ABDUCTED BY A PARENT, CHILDREN ABDUCTED AND FOUND IN THE SAME STATE, OR CHILDREN ABDUCTED AND NOT REPORTED MISSING TO THE FBI. A RECENT STUDY BY THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN IDENTIFIED 709 CASES IN 1984 IN WHICH CHILDREN WERE VICTIMS OF KIDNAPPING OR ATTEMPTED KIDNAPPING BY NON-FAMILY MEMBERS OR DISAPPEARED UNDER UNKNOWN CIRCUMSTANCES.

WHATEVER THE NUMBER MAY BE, IT IS DIFFICULT TO MEASURE THE IMPACT OF THE STRANGER ABDUCTION OF CHILDREN BY NUMBERS ALONE. DATA FROM THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN STUDY INDICATE THAT 70.1% OF THE CHILDREN KIDNAPPED BY NON-FAMILY MEMBERS WERE ALSO VICTIMS OF SEXUAL ASSAULT, MURDER OR PHYSICAL ASSAULT. MORE DISTURBING IS THE FACT THAT 22.1% OF THE CHILD VICTIMS IN THIS STUDY OF NON-FAMILY ABDUCTION WERE ALSO MURDERED.

FOR UNDERSTANDABLE EMOTIONAL REASONS, MUCH OF THE EMPHASIS FOR PUBLICIZING AND PREVENTING THE STRANGER ABDUCTION OF CHILDREN HAS BEEN PLACED ON THE YOUNG CHILD AS THE VICTIM. HOWEVER, LAW ENFORCEMENT RECORDS EXAMINED IN THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN STUDY INDICATE THAT 62.4% OF THE CHILDREN KIDNAPPED WERE BETWEEN THE AGES OF 11 AND 17 YEARS. IN ADDITION, OF THOSE ENTERED AS INVOLUNTARILY MISSING IN THE MISSING PERSON FILE OF THE FBI NATIONAL CRIME INFORMATION CENTER (NCIC) IN 1984, APPROXIMATELY 75% WERE CHILDREN 13 TO 18 YEARS OF AGE. THESE NUMBERS SEEM TO INDICATE THAT MAYBE MORE ATTENTION AND MORE PREVENTION PROGRAMS NEED TO BE DIRECTED AT THE ADOLESCENT VICTIM. THE COMMONLY HEARD WARNING "NEVER LEAVE YOUR CHILDREN UNATTENDED" IS GOOD ADVICE-FOR YOUNG CHILDREN. I DEFY ANY PARENT TO GO TO A SHOPPING CENTER WITH THEIR TEENAGE SON OR DAUGHTER AND ATTEMPT TO IMPLEMENT THIS ADVICE.

ANALYSIS BY THE BEHAVIORAL SCIENCE UNIT OF CASES INVOLVING THE ABDUCTION OF CHILDREN BY NON-FAMILY MEMBERS HAS IDENTIFIED FIVE MAJOR PATTERNS OF BEHAVIOR:

1. EMOTIONALLY DISTURBED - INDIVIDUALS WITH A REAL OR IMAGINED VOID IN THEIR LIFE WHICH THEY ATTEMPT TO FILL BY ABDUCTING A CHILD. MANY OF THESE OFFENDERS ARE WOMEN.
2. RANSOM - INDIVIDUALS WHO ATTEMPT TO OBTAIN FINANCIAL GAIN FROM THE FAMILY OF THEIR CHILD VICTIM. BECAUSE CONTACT IS MADE WITH THE VICTIM'S FAMILY, THESE ARE USUALLY THE EASIEST CASES TO SOLVE.

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3. PROFIT - INDIVIDUALS WHO ATTEMPT TO OBTAIN FINANCIAL GAIN FROM OTHER THAN THE FAMILY OF THEIR CHILD VICTIM. THE CHILD VICTIM COULD BE SOLD TO A VARIETY OF THIRD PARTIES RANGING FROM LOVING COUPLES TO SEXUAL EXPLOITERS.
4. SEXUAL - INDIVIDUALS WHO ABDUCT CHILDREN IN ORDER TO ENGAGE IN SEXUAL ACTIVITY. AFTER THE SEXUAL ACTIVITY, THE CHILD VICTIM CAN BE KEPT, RETURNED, DISCARDED OR KILLED.
5. KILLER - INDIVIDUALS WHO ABDUCT CHILDREN IN ORDER TO KILL THEM. SUCH INDIVIDUALS MAY ENGAGE IN SEXUAL ACTIVITY BEFORE, DURING OR AFTER THE MURDER, BUT MURDER-NOT SEX-IS THEIR PRINCIPAL MOTIVATION.

LOCAL, STATE AND FEDERAL LAW ENFORCEMENT HAVE REQUESTED INVESTIGATIVE SUPPORT FROM THE BEHAVIORAL SCIENCE UNIT IN CHILD ABDUCTION CASES PRIMARILY INVOLVING SEXUALLY MOTIVATED OFFENDERS AND CHILD KILLERS. THE BEHAVIORAL SCIENCE UNIT HAS ATTEMPTED TO ASSIST IN THESE INVESTIGATIONS BY PROVIDING PERSONALITY PROFILES IN CASES WITH UNKNOWN SUBJECTS, AND PERSONALITY ASSESSMENTS IN CASES WITH KNOWN SUSPECTS OR SUBJECTS. THE UNIT IS ALSO ATTEMPTING TO LEARN MORE ABOUT THE TYPES OF CHILD ABDUCTORS WHO SEXUALLY ASSAULT AND/OR MURDER CHILDREN.

IN ADDITION TO THE ISSUE OF MISSING CHILDREN, IN RECENT YEARS CONSIDERABLE ATTENTION HAS ALSO FOCUSED ON THE ISSUE OF SEXUAL ABUSE OF CHILDREN. MEDIA STORIES AND CONGRESSIONAL HEARINGS HAVE DEALT WITH TOPICS SUCH AS CHILD PORNOGRAPHY, SEXUAL ABUSE IN DAY CARE CENTERS, AND PEDOPHILES. MANY PEOPLE HAVE

ALMOST TOTALLY LINKED THE ISSUES OF MISSING CHILDREN AND SEXUALLY ABUSED CHILDREN. THEY ASSUME THAT THE CHILDREN PICTURED IN CHILD PORNOGRAPHY ARE ABDUCTED CHILDREN. THEY ASSUME THAT ANY INDIVIDUAL WHO ABDUCTS AND SEXUALLY ABUSES A CHILD IS A PEDOPHILE. THESE ASSUMPTIONS ARE USUALLY INCORRECT.

THE VAST MAJORITY OF AMERICAN CHILDREN IN PREPUBESCENT CHILD PORNOGRAPHY WERE NOT ABDUCTED INTO SEXUAL SLAVERY. THEY WERE SEDUCED INTO POSING FOR THESE PICTURES OR VIDEOS BY PEDOPHILE THEY PROBABLY KNOW. THEY WERE NEVER MISSING CHILDREN. IN SOME CASES THEIR OWN PARENTS TOOK THE PICTURES OR MADE THEM AVAILABLE FOR OTHERS TO TAKE THE PICTURES. CHILDREN IN PUBESCENT CHILD PORNOGRAPHY ARE MORE LIKELY TO BE MISSING CHILDREN, BUT USUALLY THEY ARE ADOLESCENT RUNAWAYS OR THROWAWAYS AND NOT ABDUCTED CHILDREN.

INDIVIDUALS WHO ABDUCT AND SEXUALLY ABUSE CHILDREN AND/OR MURDER CHILDREN ARE NOT NECESSARILY PEDOPHILES. PEDOPHILES ARE INDIVIDUALS WITH A SEXUAL PREFERENCE FOR CHILDREN. MANY OF THE INDIVIDUALS WHO ABDUCT AND SEXUALLY ASSAULT CHILDREN DON'T HAVE A SEXUAL PREFERENCE FOR CHILDREN BUT HAVE A PREFERENCE FOR WEAK, VULNERABLE VICTIMS. THIS DISTINCTION MAY HAVE LITTLE OR NO MEANING FOR THE VICTIM, THE VICTIM'S FAMILY THE MEDIA AND SOCIETY IN GENERAL. HOWEVER, IT COULD HAVE A GREAT DEAL OF MEANING FOR LAW ENFORCEMENT INVESTIGATORS DECIDING WHERE TO DIRECT RESOURCES. THROUGH CRIME ANALYSIS AND THE DEVELOPMENT OF PERSONALITY PROFILES, THE BEHAVIORAL SCIENCE UNIT ASSISTS LAW ENFORCEMENT INVESTIGATORS TO MAKE THESE DISTINCTIONS AND TO NARROW THE FOCUS OF THEIR INVESTIGATION. IN ADDITION, THE

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BEHAVIORAL SCIENCE UNIT HAS RECENTLY PROVIDED INVESTIGATIVE ASSISTANCE IN SEVERAL CASES IN WHICH PARENTS WHO REPORTED THEIR CHILD MISSING AND WHO MADE IMPASSIONED PUBLIC PLEAS FOR THE RETURN OF THEIR CHILD WERE SUBSEQUENTLY CHARGED WITH OR CONVICTED OF THE MURDER OF THAT CHILD. THESE ARE ESPECIALLY DIFFICULT AND SENSITIVE CASES TO INVESTIGATE.

IN AN EFFORT TO LEARN MORE ABOUT SEXUALLY MOTIVATED CHILD ABDUCTIONS AND MURDERS, THE BEHAVIORAL SCIENCE UNIT HAS RECENTLY BEGUN A NEW RESEARCH PROJECT. THIS RESEARCH IS FUNDED BY AN OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION GRANT THROUGH DR. ANN BURGESS AND THE UNIVERSITY OF PENNSYLVANIA. AS A PART OF THIS RESEARCH, MEMBERS OF THE BEHAVIORAL SCIENCE UNIT ARE INTERVIEWING INCARCERATED OFFENDERS WHO HAVE ABDUCTED AND SEXUALLY ASSAULTED AT LEAST ONE CHILD. THE PROCEDURES AND GOALS OF THIS RESEARCH ARE ESSENTIALLY THE SAME AS THOSE DESCRIBED BY SSA ROBERT R. HAZELWOOD IN HIS STATEMENT. THE MAJOR DIFFERENCE IS THAT THE FOCUS IS ON A DIFFERENT TYPE OF CRIME. HOWEVER, IT IS SIGNIFICANT TO NOTE THAT SEVERAL OFFENDERS WHO RAPED TEN OR MORE WOMEN ALSO ABDUCTED AND SEXUALLY ASSAULTED CHILDREN. TO DATE, APPROXIMATELY 15 OFFENDERS HAVE BEEN INTERVIEWED AS PART OF THIS RESEARCH PROJECT. THE INTERVIEWS AND THE ANALYSIS OF THIS DATA IS CONTINUING.

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TESTIMONY OF

DR. DAVID J. ICOVE

FEDERAL BUREAU OF INVESTIGATION
NATIONAL CENTER FOR THE ANALYSIS OF VIOLENT CRIME
BEHAVIORAL SCIENCE INVESTIGATIVE SUPPORT UNIT

BEFORE THE

SUBCOMMITTEE ON GOVERNMENT INFORMATION, JUSTICE, AND AGRICULTURE
U.S. HOUSE OF REPRESENTATIVES

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MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, I AM DR. DAVID J. ICOVE, AND SUPERVISE THE COMPUTER ENGINEERING SERVICES PROGRAM OF THE FBI'S NATIONAL CENTER FOR THE ANALYSIS OF VIOLENT CRIME (NCAVC). TODAY I AM PROVIDING TESTIMONY AS TO THE TECHNICAL ASPECTS OF AUTOMATION AS IT APPLIES TO THE DETECTION, PREDICTION, AND APPREHENSION OF SERIAL VIOLENT CRIMINALS.

THE ROLE OF COMPUTER TECHNOLOGY AT THE NATIONAL CENTER ENCOMPASSES THREE PROJECT AREAS: 1) THE VIOLENT CRIMINAL APPREHENSION PROGRAM (VICAP), 2) PROFILING AND CONSULTATION, AND 3) BEHAVIORAL SCIENCE RESEARCH. SINCE COMPUTER PROGRAM TECHNOLOGY APPLICABLE TO THE ANALYSIS OF VIOLENT CRIME IS NOT READILY AVAILABLE, EVERY AUTOMATION EFFORT IS CAREFULLY RESEARCHED AND DESIGNED TO MEET THE VARIOUS PROGRAM GOALS.

THE VICAP COMPUTER PROGRAM SIMULTANEOUSLY COMPARES OVER ONE HUNDRED SELECTED MODUS OPERANDI (M.O.) CATEGORIES OF A RECENTLY SUBMITTED VIOLENT CRIME CASE WITH ALL OTHER PREVIOUS CASES STORED IN THE DATABASE. A REPORT IS RETURNED TO THE VICAP CRIME ANALYST WHICH RANKS THE SUBMITTED CASE TO THE TOP TEN "MATCHES" IN THE VIOLENT CRIME DATABANK. THIS TECHNIQUE IS CALLED TEMPLATE MATCHING AND WAS SPECIALLY DESIGNED FOR VICAP. THE VICAP COMPUTER PROGRAM ALSO PRODUCES SELECTED MANAGEMENT INFORMATION SYSTEM REPORTS WHICH MONITORS CASE ACTIVITY GEOGRAPHICALLY AS WELL AS TRACES THE TRAVELS OF SERIAL VIOLENT CRIMINALS AND THEIR VICTIMS.

THE PROFILING AND CONSULTATION COMPUTER ROUTINE (WHICH BEARS THE NAME "PROFILER") USES A COLLECTION OF SEVERAL SOPHISTICATED CRIME PATTERN RECOGNITION COMPUTER PROGRAMS TO DETECT AND PREDICT THE BEHAVIOR OF VIOLENT CRIMINALS. "PROFILER" PRODUCES STATISTICAL PROFILES OF TEMPORAL, GEOGRAPHIC, AND BEHAVIORAL CHARACTERISTICS OF CRIMINALS BASED UPON THEIR PRIOR BEHAVIOR IN TARGETING THEIR VICTIMS. THE PROGRAM HAS PROVEN SUCCESSFUL IN DETECTING AND PREDICTING THE TRAVELS OF SERIAL MURDER, RAPE, ARSON, AND BOMBING SUSPECTS. IN ONE CASE INVOLVING A SERIAL ARSONIST, "PROFILER" ACCURATELY PREDICTED THE EXACT LOCATION OF WHERE THE OFFENDER LIVED.

COMPUTER TECHNOLOGY IS NECESSARY TO SUPPORT THE ONGOING BEHAVIORAL SCIENCE RESEARCH EFFORTS OF THE NATIONAL CENTER. THE NATIONAL CENTER STAFF NCAVC ARE ENCOURAGED TO PERFORM AND PUBLISH RESEARCH STUDIES ON ALL ASPECTS OF VIOLENT CRIME, AND THEY RELY UPON THE COMPUTER ENGINEERING SERVICES PROGRAM FOR THEIR SUPPORT AND CONSULTATION. VARIOUS RECENT RESEARCH PROJECTS INCLUDE THE USE OF PORTABLE COMPUTERS CARRIED INTO THE FIELD, THE TECHNOLOGY TRANSFER OF RESEARCH IN ALLIED AREAS, AND THE CROSS-REFERENCING OF THE LATEST JOURNAL AND MEDIA REFERENCES TO VIOLENT CRIME STUDIES.

IN CONCLUSION, THE AUTOMATION EFFORTS OF THE NATIONAL CENTER ARE DESIGNED TO PROVIDE THE BEST AVAILABLE TECHNOLOGY TO SOLVE REAL-WORLD PROBLEMS OF VIOLENT CRIME.

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Mr. **English**. I guess one of the major questions that I have in my mind is how pervasive is serial violent crime, and particularly I am looking at serial murder. Many of the cases that we have seen appear to be a combination of several different violent types of abuse to individuals. Is this a pervasive thing in our Nation?

Mr. **Otto**. It is my understanding from speaking with Mr. Douglas, who has done the research in this area that the present trend, unfortunately, is that there are more of the excessively violent kind of homicides in the stranger-to-stranger kind of murder.

Mr. **English**. Do we have any feel at all, Mr. Douglas, as to what is causing this phenomenon? As I would understand from Mr. Otto, it seems to be something that is growing within our society. Is there some key that would indicate—that would trigger this type of phenomenon?

Mr. **Douglas**. That's a very good question. That's a difficult question. In our research with serial murderers, we found that, for example, the backgrounds, without exception, everyone had a chaotic early childhood, a lot of mobility, a lot of transientness in their family, abusive parents, absent parents, and the way they handled those stresses was kind of unique. Some will internalize their feelings of aggression, their hatred, and start committing crimes in a particular fashion against animals and against younger children.

As they get older, they will pursue occupations more mobile, the transient type of occupation. I think that is what is making it more difficult for us in law enforcement to tie these cases together. Probably we would need to have a debate—the sociologist and psychologist—on what is actually causing this increase in violence, and violence in the family. I don't think there is a clear-cut answer.

Mr. **English**. Does the FBI expect this phenomenon to increase in the coming years?

Mr. **Douglas**. Yes, I think—and again it is through demographics. I think you see a slight downturn now, and that's because of demographics. The violent offenders are generally between the ages of 15 to 24 years of age. I think we will begin to see, and what we will see in this Nation in the next several years entering the early 1990's is an increase in violent crimes.

Mr. **English**. Certainly our society is more mobile. We are hearing, and perhaps we are just now discovering these instances of child abuse, the type of chaotic childhood that you are talking about. We have more working parents today, and latch key kids and all that goes with it.

Does that, on a per capita basis, lead you to believe—the FBI to believe—that we will see more of this phenomenon as these young people grow up and mature?

Mr. **Douglas**. I think very definitely we will.

Mr. **Lanning**. I agree with John that it is difficult to say. But my personal opinion is that I think that some of these elements that you mentioned in our society will cause an increase in these problems, and if for no other reason than some of those factors that you mentioned also make victims more readily available.

For example, the area that I deal with in child molestation, it is probably easier than ever before for a child molester to find child victims simply because so many children are turned to other people for care, or left alone or out there, people are searching for someone to take care of their children. All this makes it extremely easier for the offender to find victims.

Also it is possible, although we can't say for sure, that some of those things may also have some bearing on whether or not someone grows up to be an offender or what kind of a person they grow up to be.

Mr. ENGLISH. Mr. Douglas, how important is it that these people be caught early on in their career? From what we were told, and given the information you have given, it would appear that these people become more sophisticated and much more difficult to catch, the more experience that they have had. Is that correct?

Mr. DOUGLAS. That's right. When they are early on in their criminal career, they will commit the crimes on their home turf, in areas where they feel comfortable, where they feel in control. That could be close proximity to their residence or in the area where they are employed. But as they perfect their modus operandi, as they gain in confidence in their successes, and they learn from their mistakes—they may learn from their mistakes because they were apprehended, they were identified, sentenced to jail.

If they are juveniles they won't go to jail too long. They will be turned back to the custody of their parents. But if we don't identify them, and that is what makes it difficult is when they reach their thirties and forties. Most serial killers today are being apprehended because of some fluke. They simply made a mistake.

David Berkowitz was identified because he parked his vehicle at a fire hydrant, and just through darn good police work and backtracking they found out that he was ticketed on that particular evening. Sutcliffe, the "Yorkshire Ripper", we were involved in that case as well for the British. He was interviewed multiple times by the police and it was just really through a fluke when he was apprehended. He simply was in the wrong place at the wrong time.

Mr. ENGLISH. Is there a pattern to at least give some hope of identifying these individuals in the future? In other words, they go from, say, being a peeping Tom to assault, to rape, to murder? Is there a pattern that fits in there in which we can predict that this person is a likely candidate to be a serial murderer?

Mr. DOUGLAS. That's right, there is an escalation, and that's what has been good about our research, because we work with mental health professionals, and they are interested in rehabilitation. They are interested in the data that we are obtaining in identifying these young children at school age years to see if they can do something with them through counseling and special programs. Because you are exactly correct, there is an escalation. They become much more violent as they get older.

Mr. LANNING. I'd like to comment that—I think Roy can add to this as well. There is an escalation that we clearly identified, and I think Roy can talk about what he has identified, but the problem is predicting that escalation. In other words, we know that these offenders, when we look back, we have seen this escalation, but this is not to say that every window peeper is going to become a serial murderer. We know that a lot of the serial murderers and serial rapists were once window peepers, but the problem is that the mental health psychiatry still does not know how, at least in my observation, how to predict human behavior. So we have got this 14-year-old window peeper. Can we say that he is going to become a serial murderer? Or, can we say that he is not going to become a serial murderer?

Mr. ENGLISH. Would it not also be correct if you had this person who has been a window peeper and has now been involved in some crime dealing with assault, who may be suspected of rape, would you have, then, the pattern that is beginning to form, and at least he is an individual on whom I think you would want to focus a good deal of attention?

Also if that does not seem to be doing the job, certainly he is one who might be a likely suspect in the future.

Mr. LANNING. I know of many cases where police have identified teenagers in the community exactly like that, and what they are faced with is that when I get a bizarre crime, I certainly want to go check out where this guy was. But other than just being aware of him and watching him, you can't arrest somebody for what they might do, and the bottom line still is the best predictor of future behavior is past behavior. Until the guy does it, it is not a whole lot you can do about it.

Mr. ENGLISH. But by the same token though, is it not true—here we have over 4,000 murders that have taken place in the United States today. These are unsolved murders, I should say. And you suspect that perhaps 25 percent of those may be committed by serial killers. That is not a single serial killer. Obviously they are more numerous, and the simple fact that that person has not been identified and stopped, the odds are pretty heavy that you don't know who he is. You don't know how to suspect him.

As you become more proficient, it would seem to me, and as that information bank grows, then the chances of being able to identify a likely suspect grows tremendously. It gives you a much better chance of catching these people much earlier on if you can establish—and again, I suppose that is where we come back to the question of how valid it is with this past behavior pattern as to individuals who may likely be suspects. This is something, as I understand it, that we haven't had before; is that correct?

Mr. DOUGLAS. That's right.

Mr. HAZELWOOD. Mr. Chairman, could I address a couple of questions that you asked? My name is Roy Hazelwood.

Mr. ENGLISH. Yes, Roy.

Mr. HAZELWOOD. We recently completed the interview of 41 serial rapists responsible for over 800 rapes, actual rapes, no attempts are included in that figure. Earlier you asked the importance of catching the serial offender very early in their career. One particular individual that we interviewed had raped 50 women in 11 States over a 3-year period of time. Prior to that he had window peeped, made obscene phone calls and began exhibiting himself in an obscene manner. He was becoming progressively violent. His last victim underwent a radical mastectomy of both breasts.

After being arrested, he said he was glad he was caught, not because of the punishment factor, but because he was becoming bored with rape and was considering murder. Now, that is just one of the individuals we interviewed. By the way, each of the 41 offenders we interviewed had raped 10 or more victims. As to patterns of early behavior one thing that we have found, and again, these are preliminary findings, in all but four cases of those 41 serial rapists, they all began by window peeping. That is not to say that all window peepers are going to become rapists, but it is to say that with the exception of four out of that number, they did begin by window peeping. So we think there are some interesting patterns very early in their behavior.

Mr. ENGLISH. And it also indicates the importance, of course, of having an information bank in which that information would be accessible, that kind of history would be accessible so that you could identify possible suspects.

Mr. HAZELWOOD. Yes, sir. Several of our rapists told us that they were seriously considering murder.

Mr. ENGLISH. Mr. Otto, when did VICAP actually open for business?

Mr. OTTO. The process began in 1984, and we met a self-imposed deadline on June 1, 1985, with our computer-based service, and we are now receiving forms. Fortunately the form has been streamlined considerably. Through practice we discovered that we needed to streamline it to make it more convenient to use for law enforcement, and we have gone from a 64-page form down to a 19-page form. These are now submitted on unsolved homicides from throughout the Nation, and the computer assists us by scanning for similarities in methods of operation and the like.

Replies to all submitters of the questionnaire, the form, helps bring the law enforcement community together on these unsolved homicides.

Mr. ENGLISH. What is the cost of VICAP?

Mr. OTTO. To get it started we had testified it was going to take between $1½ to $1 million, and it fell slightly short of $1 million. And then the purchase of the computer and other related software brought it close to $1,500,000, and now we are talking about an annual operation expense of between $200,000 and $300,000 to keep it going.

Mr. ENGLISH. So the cost to date has been about $2 million; is that correct?

Mr. OTTO. Yes; a little bit over that.

Mr. ENGLISH. Have you been able to match any cases? Have you had any successes with VICAP?

Mr. OTTO. There have been successes so far, but primarily these have come about, not as a direct result of the computer so far, I don't believe. It was more as a result of the interaction that we had with the law enforcement community and the profiling process.

Mr. ENGLISH. How many cases are in VICAP at the present time?

Mr. OTTO. John, can I get your help on that? Or, Dave, how many in VICAP?

Dr. ICOVE. Right now in the computer system there are 224. We have approximately 60 awaiting data entry. There are also cases that are coming in daily. They have to be also scanned by our crime analysts to determine that the amount of information is correct and its reports entered into the computer system.

Mr. ENGLISH. Do you have an estimate as to how many total cases there are that would likely be eligible for VICAP entry?

Dr. **Icove**. I don't specifically, no, sir.

Mr. **Douglas**. I would say those 5,000 unsolved homicide cases that we have every year should very definitely be entered into VICAP. We require that every time a case is submitted to us for profiling—we received over 570 cases for profiling this past year. We require now that they submit the VICAP form. They don't have to do it initially, but we request that they fill out the form.

Mr. **English**. That would be murders only, right?

Mr. **Douglas**. 5,000 murders only.

Mr. **English**. And then if we got into the case of rape and arson, that would increase that number tremendously, would it not?

Mr. **Douglas**. Sure.

Mr. **English**. And then, too, with the 5,000 we are only talking about murders that were committed, what, the last year or two, the last year?

Mr. **Douglas**. Right.

Mr. **English**. And if you then are in fact going to concentrate even on murder alone, and you went back to previous years, you are talking about a huge number of cases that would be eligible. After all many cases in previous years are perhaps the best candidates for serial murder identification; is that not correct?

Mr. **Douglas**. Right.

Mr. **English**. And isn't it also true that in a murder case unless that case is—unless they have some pretty solid leads and are on the road within 72 hours, the chances—the trail grows pretty cold after that point.

Mr. **Douglas**. That's right.

Mr. **English**. So that's where you really get your best candidates for a serial murder case. It would be those that are 72 hours and older, and particularly those that are more than year old.

Mr. **Douglas**. That's right.

Mr. **English**. So we have just on murder alone, a tremendous number of potential cases for VICAP.

Mr. **Douglas**. We would like to have all of the homicide cases submitted to us.

You are exactly right. Working in New York, we had anywhere 1,600 to 2,000 murders in New York, and due to their financial cutbacks in the city of New York, they can only work cases, as you were saying, for 48 to 72 hours. They have to prioritize their cases. Cases where they feel if they expended manpower they can solve the case. After 72 hours that case is beginning to get cold, and they have to move on to other cases.

Mr. **English**. How large can the data base be for VICAP? How many cases, basically, is what I am getting at. How many cases can you handle?

Dr. **Icove**. In the future can we handle? It will be unlimited as far as the data bases. The FBI computer systems are handling it, and we have gone ahead and extrapolated out the number of cases that we would include, also the 100,000 arson cases per year and provided that case estimate information to the long-range planning computer specialist at headquarters, and they have set aside disc storage for the future for those cases.

I might add also that we are in the final testing phases, and the matching itself is a new technology, and we are in the final testing phases of how the matching should take place and addressing those issues. Once we are satisfied with the weights assigned to the matching process, we plan on making available that technology to State and local law enforcement agencies who are involved in similar type VICAP efforts.

Mr. ENGLISH. Now the testimony we had earlier indicates that only one out of every four rapes is reported. Does that same ratio seem to fit as far as the more violent rape cases? In other words, the more violent it becomes, is it more likely that it is going to be reported?

I suppose if the victim is battered unconscious, in that kind of condition they are more likely to go to the hospital.

Mr. HAZELWOOD. There appears to be a correlation between the amount of violence and the willingness on the part of the victim to report that crime, yes, sir. The more violent crime is more likely to be reported.

We have asked the rapists themselves how many of your victims do you know of that reported the crime. And of those who followed the crimes to see if they were, in fact, reported—and it is not a large number, sir, but they reported an average of one out of five reported the crime of rape.

Mr. ENGLISH. Now, also, as I understand it, what we are talking about here in many cases, perhaps even in the majority of the cases is a progression, and so we may have a rapist who, as he becomes more violent, then does become a serial murderer as well. So in many cases we are talking about the same individual. You may have on one hand violent rape cases that took place in previous years, and that same individual now has become a serial murderer.

Mr. HAZELWOOD. An excellent example of that is the Hansen case, I believe, that John Douglas presented to you earlier in Alaska.

Mr. LANNING. I think another important point here that I mentioned in my statement is the fact that even as it pertains to children, if you notice that several of the cases that John talked about involved abduction, sexual assault, and murder of children. There is a common misconception of many people in this country that these individuals who are abducting and sexually assaulting children are "pedophiles," individuals who have a sexual preference for children.

Sometimes there are cases like that, but we have found most often is what you have is an individual who is looking for weak, vulnerable prey, and his victim could be a 9-year-old, could be a 69-year-old, could be a wino, could be a drunkard. They are just looking for weak, vulnerable prey, and very often people do not understand that the individual who is abducting and sexually assaulting a child is not necessarily a pedophile.

Mr. HAZELWOOD. Another interesting fact as far as that goes, sir, some of the rapists we interviewed begin sexually assaulting children after they had raped adult women.

Mr. ENGLISH. It would go to adults and then to children?

Mr. HAZELWOOD. Yes, sir.

Mr. ENGLISH. What are the jurisdictional problems that the FBI encounters when it suspects a criminal who may be responsible for, say, a series of cases. Particularly, I suppose there is a case in which you may have a criminal who commits a crime in one State, and then moves to another State and commits a similar crime. Do you have jurisdiction in that case? How do you address that? How do you deal with that kind of problem?

Mr. OTTO. Usually in that, Mr. Chairman, in terms of having jurisdiction what we are talking about in these events are usually local/county/State crimes—rapes, murders, arsons, child molestations. The way the FBI would presently become involved is through the assistance that has been described here where they would seek that advice, the profiling, or if they do identify a person who is doing this and have a warrant for his arrest and they can verify that the person has left their State or jurisdiction, they will come to us and ask us to seek that person as a fugitive under the unlawful flight to avoid prosecution statute.

There is no present jurisdiction for the FBI to become involved from an investigative and prosecutive standpoint in these serial types of crimes.

Mr. ENGLISH. The RISS projects and many other State law enforcement agencies around the country are engaged in a somewhat similar effort to VICAP. Have you attempted to communicate with them in an effort to share data and to enrich everyone's data base.

Mr. OTTO. Yes, sir, and with all law enforcement, what its manifestation, whatever the group, whatever the individual department or collection of them, we have sought to be of assistance in the manner that we have described this morning.

Mr. ENGLISH. It appears that we have at hand a very valuable mechanism with VICAP, the concept, the collecting, the gathering of information using research and study that we have collected to identify these individuals or people who may potentially commit these kinds of crimes. Again, putting together the concept is one thing. Actually putting the mechanism in place, the nuts and bolts to carry that out is a far different question.

You could gather a huge amount of information, as we were talking about, just with murder alone. To take all the unsolved cases for the last 20 years, and then fit them into this kind of a mechanism is extremely difficult, I would say, at best, not to mention the problems that you run into in gathering and collecting this information, getting that information submitted. The FBI certainly does not have the personnel to send out to virtually every law enforcement agency in the Nation to gather, collect, write down, however, to transfer that information.

It would seem to me that it would be very beneficial to everyone, certainly from the FBI, the RISS projects, the local police department, if everyone was singing off the same sheet of music, if you will. They should be using the same form as far as identifying this information on murder cases, particularly those crimes that are older than 72 hours.

Are there any plans to try to standardize, if you will, a form—whether it is the FBI's new form, which is what, 19 pages long——

Mr. OTTO. That is correct.

Mr. ENGLISH [continuing]. Or someone else's form and getting this information together so that it is useful to everyone and everyone can share the same information? That would make the interchange of information more useful. Is there an effort underway to do that?

Mr. OTTO. Yes, sir; there is. That form should be available to all law enforcement in the United States for use in their submissions on their unsolved homicide.

Mr. ENGLISH. Has there been any discussion with the local chiefs of police, State law enforcement agencies to emphasize the importance of using a common form or making this information accessible to each other? Has there been any kind of initiative underway there?

Cooperation from the local law enforcement officer seems to me to be a key to this whole project.

Mr. OTTO. It is fundamental to its success, sir.

Progress has been made so far in the dissemination of the knowledge of the program and how it functions and how to use it has been fairly extensive throughout the FBI in terms of presentations to law enforcement gatherings, such as at IRCP's national convention, the National Sheriffs Association national annual conventions, the National Academy Associates national conventions.

We have had articles appearing in all of the major law enforcement publications, the FBI's law enforcement Bulletin, in the Police Chief magazine, and in the National Sheriffs. We can do much more to disseminate this knowledge, and I know that these hearings that you are holding will help us immensely in that regard as well.

It is important to emphasize that a system really—and especially VICAP—is the brain child of a former Los Angeles homicide detective, Pierce Brooks. He is the person that conceived of this, and it is so important to make sure credit goes to his doorstep, and other local law enforcement people who have helped us, not only conceive, but design and now implement the program.

Mr. ENGLISH. Speaking of other local law enforcement officials, the so-called Green River killer, and the task force that is set up to assist in that area, it is my understanding the FBI is providing assistance to that task force. Could you enlighten us with regard to that situation?

Mr. OTTO. I could, but I would prefer to have John Douglas respond to you, Mr. Chairman, because John has spent a considerable amount of his time assigned to that case. As an aside, and a major aside, he became quite ill while assigned up there, and we almost lost him. It was quite a story of its own, quite a drama of its own—some brain-crippling disease that he overcame in a very heroic fashion. He continues to work on the case for the FBI, so if I might I would like to have John respond.

Mr. ENGLISH. Yes, indeed.

Mr. DOUGLAS. Sometimes I don't think I overcame that brain-crippling disease.

Mr. ENGLISH. I was waiting for some comment along those lines.

Mr. DOUGLAS. I wanted to say it before someone else over here would say it.

I got involved initially in the case in August 1982, and provided a profile to the task force. We had approximately six victims that ended up in the Green River. We did a profile for the police department. It was quite extensive, and then we maintained daily contact with them over the years. We have a profile coordinator in the Seattle FBI office, a very active one, and he spent every day with the Green River Task Force and any problems that they had and they felt that we could be of some benefit to them.

They would call us up and we would discuss the case. Our laboratory resources have been opened to them since the onset of that case, and they have used various techniques that we have available to us that on a State level they don't have. In January of this year, we furnished 10 FBI agents that were selected from around the country. These agents were former local law enforcement officers before they entered the FBI, and they have worked for a period of 3 months assisting their task force, which is composed of 42 police investigators. We have been still providing profiles, and assessing suspects as they continue to be developed.

The problem with the case and very frustrating for the men and women who work on the case is that we have not had a recent homicide case. Not that we want a fresh case, but we don't know where he is. We don't know if he still remains in the Seattle area or if he has moved on to another area, and because the conditions of these victims when we do find them—are badly decomposed or skeletonized, and forensically, it is extremely difficult to come up with any good evidence—such as hairs and fiber evidence. And the first victims, as you know, were dipped in water making it more difficult for us, forensically.

We have another five agents that have just been assigned that will be going out there to assist the task force, and we have five FBI agents attached to the Seattle FBI office that work full time.

Mr. ENGLISH. Is it possible, perhaps even likely that this individual has moved on somewhere else and may be committing murders in other parts of the country that have not yet been tied back and identified as being the Green River killer?

Mr. DOUGLAS. What is interesting is that investigators went throughout the United States, in other major cities, to see if there were similar cases, and surprisingly when you look at your major cities, you see that they also have similar problems. Particularly when the targeted victim is a prostitute. That is a very high-risk type of victim, so if you go to any major city in the country, you will see that they too, will have victims of homicides who are prostitutes.

Mr. ENGLISH. Let me ask some philosophical questions, if I may, about this issue. Sometimes a serial murderer or rapist is caught and is convicted of enough violations to earn a death sentence on top of 300 years in prison. Is there benefit in these cases, once a person is convicted of that, of going back beyond and identifying, looking to see if there are further victims?

In other words, the guy may already have been proven to have committed enough crimes to make it beyond any possibility that he will ever get out of prison. He may be already convicted and given a death sentence. Is there reason to go back and deal with that; to try to dig up these old cases; try to identify what other crimes that this individual may have committed that may still be on the books?

Mr. OTTO. Yes, sir, I believe there is a value to that. Another, I think, closely related aspect to what we are talking about are the number of victims whose bodies have never been located; that have been hidden by the killer, and they still just remain missing persons. And I think from that standpoint, as well, it would be of value to go back and see what could be done about determining what finally happened to an individual who today is just merely carried as a missing person.

Mr. ENGLISH. That is a very expensive proposition. That takes a lot of time.

Mr. OTTO. Yes, sir.

Mr. ENGLISH. A lot of work and a lot of effort to identify that. Who is going to pay for the resources? Who is going to furnish the resources? How do you weigh that, say, with the case that may be 2 months old, and many of the local police departments, if local law enforcement is going to be brought in, how are they going to weigh these two cases, going back in a case that is 10 years old as opposed to one that may be 2 weeks old?

Mr. OTTO. I understand. John, I think we were talking about that yesterday.

Mr. DOUGLAS. It is my experience, I do find even on the old cases that prosecutors still remain very much interested in coming up with a solution to the case. As far as expense, in the case of the Hansen case as I mentioned, we don't have to travel to Minot, ND, and parts of Minnesota. Really all it takes is a telephone call, and we can call and say this subject lived in your area in 1963 at this address, and we suspect that he may have committed crimes targeting prostitutes in your community, and he would have committed the crimes in this particular fashion at this particular location, and do you have any unsolved cases like this? That really doesn't take too much time or money when it comes to expenditure.

It is up to the Department, now, if they want to follow up that telephone call. I think Mr. Burgess wants to say something.

Mr. BURGESS. No.

Mr. HAZELWOOD. Another reason we feel it is worth the time and effort to follow up, sir, is the impact that the death of a person has on a spouse or a family member. In the not too distant past, in another country, a murderer agreed to give the locations of several bodies for a price of $10,000 each which that particular country paid to resolve the matter in the families' minds; that their daughters had in fact been murdered. So the impact on the victim's family, I think, is very significant.

Mr. LANNING. One thing I would like to add is that if sometime into the future if the VICAP data base grows like we hope it will, it may be much less expensive to do this kind of thing. In other words, if we have the cases in there, it may be a matter of querying the computer. So maybe 5, 10, 15 years from now when the data base is sufficiently large, it will be a very inexpensive process to determine this.

Mr. ENGLISH. Would it be helpful if there was Federal jurisdiction over murderers and rapists who cross State lines in their travels? Would the FBI's Investigative Division work these cases enthusiastically, or would it simply create friction between the Federal agency and the local police departments?

Mr. OTTO. I think that in some cases, Mr. Chairman, that it would be very advantageous for the FBI to have such jurisdiction. I think a key aspect of any statute of that sort would be that we would operate with the invitation of the local/county/State law enforcement agency involved in the case, and that would, I think, avoid any friction or potential for it.

We would naturally need to have some sort of resource to address that problem, and that, I guess, would be the biggest drawback in today's stringent economy, so I would say with those qualifications I think it would be quite advantageous for the interstate serial type of crime especially.

Mr. ENGLISH. In that case you would like to have the authority to assist local law enforcement any time that someone has been identified as crossing State lines, and particularly these types of serial crime; is that correct?

Mr. OTTO. Yes, sir, at the invitation of the local/county/State authority.

Mr. ENGLISH. In the famous John Wayne Gacy murder case, as we mentioned earlier, the bodies of dozens of young boys were found buried under Gacy's house in Chicago, and I suppose he had been involved in killing many of them over a 10-year period. Gacy approached the last boy murdered in a small neighborhood drug store. His method of operation in that case was to strike up a conversation with the boy, offering him a summer job with his construction company, and then luring the boy into his car.

When the police searched Gacy's house after his arrest, they found numerous photographs of other small neighborhood drug stores, and no one seems to know where these drug stores are. But it is known that Gacy's construction business took him to specific midwestern cities.

Who is trying to identify where these drug stores are located, and who is investigating whether the unexplained disappearance of other young boys might be associated with these drug stores, and who is comparing Gacy's known travels with such disappearance? I realize that is not the FBI's job and you have no jurisdiction even if you wanted to do this work, but the Illinois police agencies who have already investigated Gacy have no motivation to spend the amount of money and time that it would take to arrive at this. So if you don't have the jurisdiction, who is doing it, and who should be doing it?

Mr. LANNING. I don't know whether anybody is. I don't believe that anybody is, but I think one important thing that you need to understand is that part of Gacy's business involved remodeling drug stores, and so it is important to realize that some of these pictures he had could have been as a result of his business dealings in remodeling drug stores. He did travel around the country remodeling drug stores. But doesn't change the fact that maybe somebody should be looking into it.

There are possibilities that during his travels, there are other victims around the country aside from the victims that he killed in the Chicago area, but as far as I know nobody is looking into that, and I think it goes back to what you said earlier. You have convicted a man and given him the death penalty of 33 known victims, you know, what is the motivation to go on and look at the cases?

What we have agreed here, I think, is that there is a reason to do that, but who is going to do it, and who has the resources to do it is the problem.

Mr. BURGESS. Mr. Chairman, just one other word on that particular issue. I think our role in the FBI is one of coordination and liaison with the locals. As it stands now, as Mr. Otto said, we don't have specific jurisdiction in serial murders or serial violent crime cases with few exceptions. What we do is make liaison with those local departments that may have an interest.

In other words, in the John Wayne Gacy case, we would make notification of those locals where he did have construction business. We would set out a modus operandi of Gacy, how he lured young men into his confidence and eventually may have killed them, the modus operandi he used to kill them, and to seduce them away and to let that particular police agency examine their own records to determine if they have a crime of that nature, and then give them the lead to go back to Des Plaines, a suburb of Chicago, and to start making comparisons.

Now, whether they decide to move ahead with a prosecution case, if he is under two death sentences and 300 years, they probably won't. As VICAP reaches its full potential, we would hope that before this individual goes through his first prosecution, we would be able to match cases throughout the country that he may be involved in.

If we can get it in that very early stage, you might find that one State may be more willing to prosecute this individual than another, and it might be beneficial to hook those particular States up very early, and one State might give this individual up where he only raped in Illinois maybe; he may have murdered in some other State, and maybe the State that has the murders might be the one that prosecutes him in the end.

Mr. ENGLISH. Thank you very much. We have a vote taking place, and I have other questions that I may submit to you in writing. I think we will recess, and again I want to thank the FBI witnesses for their cooperation, for their fine testimony today. I think it gives us a much better idea of the problem that we are facing, and I think that we are definitely moving in the right direction to deal with this problem.

Thanks again, and we will recess subject to the call of the Chair.

[Whereupon, at 11:45 a.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]

THE FEDERAL ROLE IN INVESTIGATION OF SERIAL VIOLENT CRIME

WEDNESDAY, MAY 21, 1986

House of Representatives,
Government Information, Justice,
and Agriculture Subcommittee
of the Committee on Government Operations,
Washington, DC.

The subcommittee met, pursuant to notice, at 11:30 a.m., in room 2247, Rayburn House Office Building, Hon. Glenn English (chairman of the subcommittee) presiding.

Present: Representatives Glenn English, Jim Lightfoot, and Joseph J. DioGuardi.

Also present: William G. Lawrence, counsel; Euphon Metzger, clerk; and John J. Parisi, minority professional staff, Committee on Government Operations.

Mr. English. The hearing will come to order.

This will be the second hearing which this subcommittee has convened on the subject of serial violent crime. In our first hearing, we took testimony from the Federal Bureau of Investigation regarding their information-sharing system called Violent Criminal Apprehension Program, or VICAP.

Agents testifying at the hearing told us that serial violent crime is expected to increase over the next 10 years. They confirmed that while local police agencies investigate almost all violent crimes, particularly rapes and murders, jurisdictional boundaries prevent them from comparing notes with each other on similar cases.

This is not because they refuse to cooperate with each other; rather, it is because they usually don't even know of the existence of each other's cases.

We learned that there is essentially no Federal investigative jurisdiction over violent crime, but that the FBI can provide considerable help to State and local investigators who find themselves handling these complex, far-ranging cases.

Because many serial criminals deliberately cross police jurisdictions in the conduct of their crime sprees, I believe that the Federal Government owes an obligation to assist to the greatest extent possible in such cases.

This morning, we will hear from two agencies which found themselves in the position of having a seemingly routine case blossom into something far greater than they suspected.

Mr. Houlihan of the Secret Service will outline the logistical and administrative hurdles which they overcame only through tremendous dedication. This case erupted when a defendant was already in custody, but for unrelated crimes.

Captain Terry of the Hillsborough County sheriff's office will detail a different type of serial crime, the case that starts off as a routine homicide but unfolds over a period of months as a community is terrorized by a seemingly unending series of terrible murders.

Karen Pamplin, from the Regional Organized Crime Information Center, will describe to the subcommittee what local police departments can do to help themselves through organization and willing cooperation.

Mr. Lightfoot.

Mr. **Lightfoot**. Thank you, Mr. Chairman.

Again, I would like to compliment you on this series of hearings, and appreciate the witnesses that will be here today to appear before us, with the level of expertise that they will bring in their respective areas of jurisdiction.

As you pointed out, Mr. Chairman, I think it is important that we take a look at the interaction between all the various agencies, particularly in these types of crimes that do have a tendency to cross over through various jurisdictions and see what role we might have in it, as well as the use of the technology that we have today to share information. And, of course, good accurate information is a keystone to any investigation.

So, I hope that through this whole course of hearings, we will come up with some good, solid guidelines that we can come up with in some areas here at the Federal level, that we can be of assistance rather than hindrance in solving these crimes.

I look forward to the witnesses' testimony.

Mr. **English**. Thank you very much, Mr. Lightfoot.

Our first witness will be Mr. Kevin R. Houlihan, who is the Assistant Director, U.S. Secret Service, and who will be accompanied by Special Agent Dennis Foos.

STATEMENT OF KEVIN R. HOULIHAN, ASSISTANT DIRECTOR, U.S. SECRET SERVICE, ACCOMPANIED BY DENNIS FOOS, SPECIAL AGENT

Mr. **Houlihan**. Good morning, sir.

Mr. **English**. Good morning.

I might say, not only for you, Mr. Houlihan, but for all of our witnesses, if you would care to summarize your testimony, your complete written testimony will be made a part of the record, without objection.

Mr. **Houlihan**. Thank you, Mr. Chairman. If you have no objection, I would like to read it. It is a short statement.

Mr. **English**. Fine.

Mr. **Houlihan**. Mr. Chairman and members of the subcommittee, on behalf of the Secret Service, I thank you for this opportunity to discuss with you a large-scale investigation we experienced which hopefully will convey the unique problems a police agency must face when dealing with serial criminals.

Due to the fact that the case I will be discussing this morning is pending possible further judicial prosecution in a number of jurisdictions, none of the facts of the case or the defendant's modus operandi will be revealed.

Rather, I would like to focus upon the issue of case management and the problems one can expect to encounter in a serial-criminal investigation.

Let me at the outset state that the Secret Service has experienced, to the best of our knowledge, only one serial-criminal investigation. My comments this morning reflect the experiences that we have gleaned from this one investigation. Therefore, by no means do we purport to be leading experts on this subject, nor do we claim to have devised any sort of universal case management system.

For purpose of this morning's discussion, this case unfolded when Secret Service agents executed search warrants at three separate locations immediately following the arrest of the defendant on counterfeiting charges.

These searches did uncover counterfeit Federal Reserve Notes and counterfeiting paraphernalia. However, many other items were found as well. Examination of the seized material revealed items which tended to indicate the possible involvement of the defendant in serious crimes other than counterfeiting.

The material also revealed that his possible involvement in other crimes was not confined to one geographic area, but could have been committed anywhere in the contiguous 48 States.

In particular, suspicions were raised sufficiently regarding his involvement in violent crimes to merit the request and receipt of additional Federal search warrants for items that initially were left behind at the searched sites since they were not related to his counterfeiting activities, and at first glance, appeared to be non-evidentiary.

It was at this point that the Secret Service became convinced that a broad investigation into the activities of the defendant needed to be conducted. It was not known what, if anything, could be learned about his involvement in other crimes, or where this investigation would lead.

But there was a strong sense that it needed to be done due to the belief he might be involved in very serious crimes such as kidnap, rapes, and homicides.

Why should the Secret Service expend its resources to look into matters not traditionally within its jurisdiction? Why couldn't the matter be referred to another law enforcement agency? The sheer volume of the seized items then in the possession of the Secret Service and the fact that initially, no one had any notion of where or when these possible crimes were committed prevented any sensible transfer of the case to another Federal, State, or local agency.

Therefore, the decision was made to go forward with a broad investigation in order to identify the crimes, and victims, of the defendant so that the appropriate law enforcement agencies could be notified.

A task force with a constant core of three agents was established in the field office where most of the seizures occurred. This group was responsible for collecting, inventorying, processing, and disseminating evidence and information; and for coordinating the nationwide investigative efforts of the Secret Service in this case.

Within 2 weeks of the initial seizure of the evidence, all Secret Service field offices and resident agencies were provided a cursory outline of the types of crimes suspected and an initial list of relevant material seized, and were asked to contact State and local police agencies within their district with the information.

Certain Secret Service offices were also tasked throughout the term of the investigation with assisting in various aspects of the case by tracking down the defendant's possible activities within that district, including mail drops, answering services addresses, et cetera.

Since an itinerary of the defendant's movements was essential to the investigation, each Secret Service office was asked to provide the task force with the defendant's counterfeit note-passing activities in each region in order to help the task force reconstruct his travels.

It wasn't until nearly 3 months into the investigation that the task force was able to issue a comprehensive report to all Secret Service offices outlining with more assurance both the defendant's possible and known criminal activities, as well as a more substantial inventory of relevant seized evidence.

At this point, the task force had received six referrals from other Secret Service offices and, several weeks later, was providing assistance to the FBI, which ultimately led to the successful prosecution by the Bureau of the defendant in a Federal district court.

While the investigation and liaison with other Federal agencies and State and local police departments was proceeding, the task force was, in addition, completing its inventorying and cataloging of evidence.

To facilitate this investigation, all possible physical evidence was tagged, photographed, and systematically stored into boxes, which were approximately 120 boxes. Other evidence was sent for forensic analysis to Federal enforcement agencies and local police agencies.

In addition, the text of all of the defendant's handwritten notes, newspaper clippings, personal papers, receipts, and other miscellaneous documents was computerized along with the dates of known counterfeit note passes being received from field offices around the country and known periods of the defendant's incarceration.

This computerization process was necessary not only for establishing a rough itinerary of the defendant's travels, but for retrieval of specific information that might prove relevant to inquiring police agencies, and for research capabilities to seek out incriminating information.

Again, to stress the volume of the material that was seized, with clerical support borrowed from Secret Service offices throughout the Nation, it took over 3 months at 96 hours per week of data entry to input all this information in.

As information developed, and as liaison between Secret Service field offices and local police departments generated a number of positive identifications in local criminal cases, the task force would periodically provide each field office with updated information.

It should also be pointed out that task force members themselves made presentations on this case at a number of various regional police conferences around the country in order to spread the word about this investigation.

Because of the high volume of calls from various police departments being referred by the field offices to the task force, and time in which it took to properly systematize the massive amount of physical property being held and computerize all possible documentation, it wasn't until 10 months into the case that an extensive packet was compiled and sent to each field office for dissemination to interested State and local police departments.

This packet provided as much investigative information as was known about the defendant and his suspected activities. It included the criminal history sheet, fingerprints and photographs of the defendant, vehicles used by him, ballistic results of seized weapons, photographs of possible victims, more extensive evidence lists, synopses of offenses in which the defendant was identified or strongly suspected, and computer printouts in chronological sequence of what was known about the defendant's travels.

At this stage, with each office in possession of this packet of information, one office in each of the 48 contiguous States was asked to enter into that State's available statewide law enforcement communications system, a suggested message notifying police departments of this case.

This message instructed interested departments to contact their local Secret Service office for further information regarding the possible connection between any pending local cases and the defendant.

In turn, each Secret Service office was asked to attempt to screen potential cases as the calls were made using the material which had been sent them from the task force. Any case presented by a local jurisdiction that appeared to merit more in-depth examination was then forwarded with all available police reports to the task force for further comparison.

Through the diligent liaison efforts of the Secret Service field offices and the task force itself, at least 160 cases were actually referred to and examined by the task force. In total, the defendant has been identified in 19 cases located in 10 States around the country and the District of Columbia.

He has already been convicted of kidnapping in the Federal District Court in Baltimore, and of armed robbery, kidnapping, aggravated criminal sexual conduct and related charges in a New Jersey State court.

Warrants and detainers have been filed and are currently pending in seven jurisdictions along the east coast and across the South. All of this is in addition to the convictions in the Federal District Courts of Knoxville, Nashville, and Charlotte for his counterfeit note-passing activities.

It should be mentioned that throughout the course of this case, the FBI consistently provided invaluable assistance by way of cryptology examination, psycholinguistic analysis, personality assessment, forensic analysis of certain evidence, NCIC research, and investigative information from a number of their field offices throughout the country.

I will conclude my presentation this morning with a few words on each of the three most obvious problems to be encountered when faced with a serial criminal who may have committed serious crimes anywhere in the United States at any time while not under confinement.

The first problem is one of communications. How does a department or agency know where to disseminate important information and how can this process best be achieved. In this case, the Secret Service network of field offices and resident agencies throughout the United States provided the opportunity to follow up investigative leads and conduct liaison with local police departments.

This nationwide presence and their well-established rapport with local law enforcement agencies certainly enhanced our ability to disseminate this information.

Getting the word out about a local case must be difficult for a small department to achieve with any broad success. Many times when the task force was in contact with a local police officer, there was not only great receptivity in discussing cases possibly committed by the defendant, the officer was quite anxious to talk about other unsolved crimes which obviously were not related to the defendant.

On a good number of occasions, police officials would talk about these other cases in the hopes that the task force might have run across other jurisdictions with cases having similar MO's.

In effect, the task force at times acted as a clearinghouse of information on cases unrelated to the main investigation. So, police officers were referred to other police departments with similar sounding cases.

The second, and probably biggest problem for any enforcement agency, is one of resources. Because of the grievous nature of the crimes suspected to have been committed by the defendant, the Secret Service decided that this case merited an extended investigation and was willing to expend the resources necessary to pursue the matter.

It would be nearly impossible to provide this committee with an actual dollar figure. However, one can only imagine the cost when considering the number of agents throughout the United States who have worked on this case during a 2-year peak period, plus the three-man team that comprised the core of the task force, in addition to the dozens of agents who temporarily provided direct aid to the task force.

Further, a customized computer package had to be developed and over 1,200 hours of clerical time was spent entering data into the computer system.

Although the task force has formally disbanded, one agent remains the contact point for calls that still occasionally are received. And as recently as last month, 3 years after the initiation of the investigation, the three former task force members traveled to Oklahoma City, where they were asked to give a presentation on the case at a Regional Organized Crime Information Center-sponsored conference.

The third problem area relates to prosecution of cases. Once the defendant was identified in a criminal case, there was not always receptivity from the prosecutor's office to take judicial action. Again, it is probably a matter of limited resources being stretched by other pressing current cases.

In addition, as our investigation led to the successful prosecution of the defendant, both in Federal and State courts, and as the sentences mounted, understandably there seemed to be less enthusiasm for continued prosecution.

On this note, my only retort is that it is important that these cases are resolved for the benefit of the victims and/or their families.

Many victims live in constant fear years after the assault. Knowing that the assailant has been apprehended, convicted, and sentenced bring to a close a traumatic episode in their lives, thereby giving both the victim and the family comfort and peace of mind.

Mr. Chairman, that concludes my remarks. I have with me Special Agent Dennis Foos, the case agent for this case. We would be happy to respond to questions.

Mr. **English**. Thank you very much, Mr. Houlihan, I appreciate that testimony. I suppose—well, first of all, let me say one of the questions that comes to mind is, can you speculate as to how long this particular individual was active, over how many years?

Mr. **Houlihan**. We'll let Dennis Foos respond to as many of the questions as he can.

Mr. **Foos**. Mr. Chairman, based upon our investigation, and the assistance provided by the Behavioral Science Unit of the FBI, all indications are that this particular subject has been active in these types of crimes for approximately 20 years.

Mr. **English**. 20 years.

Mr. **Foos**. A guess, but there are indications to indicate that.

Mr. **English**. And given the information that you have available to you with regard to the regularity in which such crimes were committed, could you give us—particularly, I believe this individual was involved in rape as well as murder—could you give us your estimate as to the number of victims during that 20-year period?

Mr. **Foos**. Mr. Chairman, I wish I could give you a number or a short answer. None are really available.

Mr. **English**. Well, I am not talking about how many you know for sure, I am just—given what you do know about this particular individual, can you give us some indication as to what would be a range, a ball park figure as to what crimes this individual has likely committed in this area?

Mr. **Foos**. It would not be unusual to expect that an individual like this subject may have committed hundreds of such crimes.

Mr. **English**. I have even heard speculation possibly as many as two a week?

Mr. **Foos**. I have heard similar estimations. Many of the individual crimes that we have looked into have resulted in the subject being identified. We obviously have many others that we highly suspect. It is difficult to attach numbers.

I can give you one estimation that might be somewhat of interest. As I believe was mentioned by Assistant Director Houlihan, we have received upwards of 160 cases that we have examined or looked at or compared with the information we had regarding our suspect.

Out of those 160 to possibly 200, depending on what cases are counted, he has been identified in almost 20. In other words about 10 percent of the cases that were referred to us, resulted in our defendant being identified as the suspect. And I believe that it is fair to say that we have barely scratched the surface as far as identifying the crimes committed by the defendant.

Mr. **English**. But, particularly in the case of rape, that is a crime that is oftentimes not reported. What is the statistic with regard to instances of reported rape, the estimates?

Mr. Foos. Well, again, Mr. Chairman, we are not experts necessarily in that field. However, my understanding is that a brutal rape is the least likely to be reported, because of the trauma involved.

So I would agree with your assessment that I am sure a very small percentage of rapes are actually reported.

Mr. **English**. And under these particular circumstances, a victim of this kind of assault would be, as I understand it, one who would be intimidated for years. The mere mention of this individual's name, a reminder of this particular person is sufficient to bring almost untold fear to that individual; is that correct? The psychological impact is just tremendous?

Mr. Foos. I have witnessed just that very trauma.

Mr. **English**. Would you elaborate somewhat with regard to this situation which you witnessed?

Mr. Foos. On several occasions, even though we did not initially investigate the actual crime, we participated along with the police department within that jurisdiction in followup investigations of the case.

As a result, we did come in contact with several victims of these types of crimes, and witnessed trauma that would be very difficult to describe. It is something that would have to be seen and felt and witnessed. In our particular normal daily duties, we are not, as Secret Service agents, accustomed to that type of contact with such victims.

To say the very least, it has been an education in dealing with these victims, where they have actually cried on our shoulders—begging for some help, for some means of getting on with life, for an opportunity to stop having to look over their shoulders on a daily basis, looking for their assailant or others that might put them through the same type of experience.

Mr. **English**. And as I understand it, usually the perpetrators of such crimes will indeed, when he releases the victim, threaten that victim, will point out to that victim that he will likely return, that the victim can expect another assault; is that correct?

Mr. Foos. That is common, yes, Mr. Chairman.

Mr. **English**. Turning to the issue of murder, it seems that many of the victims of serial rape will, in fact, be murdered. There is often a progressive pattern that takes place, that while at the early stages, there may be more rapes, the longer this individual commits these kinds of crimes, the more likely it is that murder will also be involved; is that correct?

Mr. Foos. That is correct, and I believe that we have witnessed that development in our particular case.

Mr. **English**. Well, in doing a simple calculation with regard to this individual who you were referring to, one would have to deal with the very real possibility that this particular individual committed as many as 2,000 such crimes over that 20-year period.

Mr. Foos. Depending on how you might formulize that progression, that figure is not outside the realm of distinct possibility.

Mr. English. Mr. Lightfoot.

Mr. Lightfoot. Thank you, Mr. Chairman.

This person, the defendant, operated for nearly 20 years. I guess the first question that comes to mind is how was he able to go that long without someone picking him up for something somewhere?

And if you can't reveal that, don't.

Mr. Foos. It is a lot of luck on his part. A lot of expertise in the art, if you will, of crime. We have recovered items that indicate that he studied crime, even to the extent of appearing to study criminal psychology. He researched stories that are printed in magazines that deal in publishing criminal stories. These magazines appear to have been used as almost how-to manuals by this subject; in other words, some of these stories will actually detail successes of the criminals, failures of the police, and vice versa; the tactics and successes of the police, as well as the failures of the criminals.

These kinds of things were studied over a number of years, we believe, by this individual. And of course, probably the most overwhelming fact or of his success is that he traveled extensively and continuously from one jurisdiction to another.

The statement that Mr. Houlihan just read detailed that process and the problems that we experienced because of it.

Mr. Houlihan. Mr. Lightfoot, if I may, when the Secret Service does its other business in the protective realm, we spend a lot of time planning and doing advance work. This individual spent a great deal of time planning his escapades and his crimes. He was prepared, and devoted a great deal of time to study efforts, surveillance, and written plans, which we have recovered.

And that is another part of how he was able to evade and work for 20 years, and by taking advantage, whether it was consciously or unconsciously, of the weaknesses of this Federal judicial system we have, and local judicial systems where you cross boundaries, where the Federal Government doesn't have clear-cut jurisdiction, I think the individual knew that, and it worked to his advantage.

Mr. Lightfoot. In other words, he went to school against law enforcement.

Mr. Houlihan. Yes, sir.

Mr. Lightfoot. How did he finance himself through all these years?

Mr. Houlihan. That appears to have been through his counterfeiting efforts, by and large.

Mr. Lightfoot. Only money, then.

Mr. Houlihan. Yes, sir.

Mr. Lightfoot. OK, with the Secret Service, your basic area of jurisdiction is the counterfeiting laws, which are Federal laws. I am sure that in the course of this case that you came across violations of State laws many times. That is not your area of expertise; but what did you do when you felt like that there was a State law violation?

Did you report this, or is this how you made contact with some of the local agencies; could you elaborate on that for us?

Mr. Houlihan. Dennis will fill in the blanks that I will leave, but overall, when we first executed those search warrants and found all of this information, we really didn't know what all of this meant, but Dennis was physically present with several other senior, experienced agents, and they knew that there was a problem here. This person has done other things that are criminal in nature, and as a result of that experience and the cooperation of the U.S. Attorney's Office, et cetera, we were able to seize all of this information and then begin that cataloging process.

And once we had an idea of the types of crimes that may have been committed by this defendant, then we used our network of field offices to get the word out to the police agencies that would have jurisdiction, and then they responded to that initial invitation.

Mr. Lightfoot. You mentioned, Mr. Houlihan, in your testimony, the tremendous amount of time that was spent getting the evidence inventory documented, put into computers, and so on, which of course, I imagine would slow the investigation down during that period of time.

Do either of you have any suggestions of what we might do to facilitate that particular segment of the investigation, to make it easier, quicker, faster, and with more accessibility to all of the law enforcement agencies?

Mr. Houlihan. Let me let Dennis address that question.

Mr. Lightfoot. I see a smile on your face.

Mr. Foos. The reason that I have a smile on my face is because, other than sheer hard work and devoting a lot of resources, I really know of no shortcut. I think systems such as the VICAP system is greatly needed, and is an obvious, essential tool for that kind of purpose, but on a more local level, I really can't suggest any shortcuts.

The computerization, even though it required a lot of man-hours and expenditures of funds, was necessary to control the massive amount of information that we had, and I really know of no shortcut.

Mr. Houlihan. Sir, if I might, and this is my own personal view—if there is a way for the Federal Government to help local police agencies when they come across these cases, to actually help them in some way throughout the investigative part of it, all the cataloging and all that. I think there is probably a way that we could help them out, either financially or through some other type resource that could be made available.

But even during the investigative part, many of our police departments throughout this country just don't have the manpower that even the Secret Service has, and they would be hard-pressed, hard-pressed to collect the information first, analyze it second, collate it in some reasonable fashion, and disperse it through some mechanism.

So, VICAP is definitely a spot where the information could go and would help those agencies, but the second part of it, I think, might be if there is a way for the Federal Government to look to some mechanism to help these police agencies out when they get into these cases, and my information is there is not all that many of these type cases, so it might even be possible without expenditures of large amounts of Federal dollars, but that is my personal view.

Mr. LIGHTFOOT. I guess the next question is based on a little personal experience I had once back in my past. I spent a short period of time in law enforcement, and have some limited studies of police science and so on.

One of the problems that was evident at that point were the normal jealousies that exist between the city police department and the sheriff's department, and the highway patrol gets in the act, and you guys from the Feds show up, and you wonder, who is going to get the credit, and so on.

I don't suppose we will ever overcome all of that, but it would appear that your comments on the sharing of information would go a long ways toward improving that situation.

Does that still exist? You know, when I was involved in it, it was 1959, 1960, and 1961; so a lot of water has gone under the bridge since then.

Mr. HOULIHAN. Well, a lot of that water has really gone under that bridge in a way that—I think, in this country today, law enforcement is cooperating to an extent that it never did before. The relationships on the Federal level between the Secret Service and the FBI and all the other Federal law enforcement agencies is truly outstanding.

The relationships that we, the Secret Service, have with police agencies around this country, is excellent, excellent, because we can't—we just can't do our job in the protective arena without their help.

I think law enforcement in this country has realized within that period of time we are discussing that none of us have enough people, resources, money, intelligence, information, whatever, to do the job that confronts all of us, so the cooperation has been much better in recent years, but definitely since that period of time you are addressing.

Mr. LIGHTFOOT. But if we here at the Federal level could do one thing, the compiling and dissemination of information, would that be a top priority?

Mr. HOULIHAN. Yes, sir.

Mr. LIGHTFOOT. Between all agencies.

Mr. HOULIHAN. Yes, sir.

Mr. FOOS. I might add, if I may, that in our experience, we have dealt with many of the regional crime information centers—and I believe they are federally funded. You will be hearing from a speaker from one of these centers this afternoon, I understand.

One of the most invaluable things that I have seen in law enforcement are those kinds of conferences where police officers from various jurisdiction and around the country are able to come together and exchange information.

And I have witnessed the results taking place during those conferences. So, just along with the sharing of information, I believe that those conferences have been a very valuable tool in the past, and along with up and coming systems, I think we are on the right track.

Mr. LIGHTFOOT. Gentlemen, thank you very much.

Mr. ENGLISH. Mr. DioGuardi.

Mr. DIOGUARDI. Thank you.

I glanced through your testimony, and I was reading the conclusion, and how you define the real problem in terms of communication, resources, and prosecution.

In the private sector, I had experience working with the court system in New York State, trying to develop a system whereby information could be communicated. We used to have such a lack of ability to communicate information through the various levels of the court system and the penal system, and many times people slipped through the crack.

You are painting a picture here of even a broader net, where you know that where there are people who commit crimes in various jurisdictions, and there is a need to somehow consolidate the effort so that we become more efficient about how we, the Federal Government and the various local jurisdictions can work to apprehend and then prosecute criminals.

The one area that has always been a concern to me, as one who has spent his life in business and worked with computers, as a certified public accountant, is the incompatible nature of the computers we have here in government.

I am on another subcommittee of the Government Operations Committee where we have been appalled at the obsolescence of many computers and the software that goes with those computers. Do you see a problem right now in your areas whereby the computer systems are not up to date or incompatible, where there's a lack of training, and, also, are the existing networks good enough from the Federal to the State levels using computers?

Mr. HOULIHAN. That is a broad area you are discussing there, and I will give you our limited experience. We in the Secret Service are just really now entering the computer age effectively, and we think that the systems that have been developed within our organization certainly suit our needs.

There are enough, I believe, different networks to get information out to other Federal law enforcement agencies and to State and local agencies around the country, and the information that we need to get out, we do, and I know we receive a great deal of information through the same kinds of channels.

Now, on the area of obsolescence or what have you, I really am not an expert in that area, sir, but I think anything to improve communications in this one area of law enforcement would be beneficial to the entire field of law enforcement.

Mr. DIOGUARDI. Good. Well, there is a suggestion in your testimony that it took a long time to collate all this information to enter into the computers to get it out. So, I guess what you are saying implicitly is that there can be improvement in that area, through training or through other methods of getting the information.

Mr. HOULIHAN. Well, in this particular case, we are just not into this business, of this type of investigation. We needed to work with the computers we have, but develop some software that would meet the needs of Agent Foos and his companions who were investigating the case.

So there was a bit of time taken just to program or develop a program that would suit the needs of this one particular case.

Mr. DioGuardi. But you are satisfied that something is being done to accomplish those objectives in a broader way, not only in this case, but in other cases, you feel it is going in the right direction, for getting the resources that you need?

Mr. Houlihan. Yes, sir. We can always use more, but you know, aside from that, I think that is a true statement. I think there is a lot of effort being placed on that particular subject, not just in Congress, but also in the executive branch.

Mr. DioGuardi. Thank you for your testimony.

Mr. Houlihan. Thank you, sir.

Mr. English. We will recess for about 10 minutes while we cast a vote.

[Recess taken.]

Mr. English. Mr. Foos, it is my understanding that the general rule of thumb is that if a murder is not solved within the first 72 hours, the odds deteriorate very rapidly that it will ever be solved; is that correct?

Mr. Foos. That is my understanding, yes, sir.

Mr. English. Murder is primarily in the jurisdiction of a local police department, and the serial criminal that we are talking about, a serial murderer is usually very mobile, moves around the country, understands that very well. He, in effect, plays the system against itself.

In the case of the individual that you are mentioning, of the crimes that you suspect that he has committed, what percentage of those murders do you think that you will ever actually be able to attribute to him? Perhaps not even prove, but at least give the families of those victims some feeling that the guilty party is likely to have been apprehended and convicted, perhaps of another crime?

Any feeling at all about that?

Mr. Foos. I would suspect that a very small percentage will ever come to light, based upon what we have at this point.

Mr. English. Even given the massive effort that the Secret Service has put into this, we are still going to have a very difficult time in determining the majority of those cases; is that correct?

Mr. Foos. That is correct, Mr. Chairman, in my estimation.

Mr. English. Last year, I believe there were some 4,000 unsolved murders that took place, something over 4,000, somewhere in that neighborhood. What percentage would likely be committed by this type of criminal, a serial murderer?

Mr. Foos. I have heard estimates Mr. Chairman, that are surprisingly high. A large number of unsolved homicides out there are committed indiscriminately by mobile, serial criminals.

Mr. English. Of course, when we get into the area of rape, it is almost impossible to tell, given the very low percentage of violent type rapes, particularly, that are actually reported by the victims.

Mr. Foos. I would agree with that statement, Mr. Chairman.

Mr. English. I want to thank you for your testimony. Before you leave, I would like to recognize and call the attention of the committee to Jane Vezeris, who was the supervisor in charge of this particular operation, and we want to commend you for the fine work that you have done, and of course Dennis, we have already recognized you at the table; Mike Stephens, who is here; and Greg

Mertz. We want to commend each of you for the hundreds of hours that you have put in, the dedication that you have shown, and we appreciate the cooperation that you have given this committee, to give us a better understanding of this particular type of crime.

Thank you very much.

Mr. **HOULIHAN**. Thank you, Mr. Chairman.

Mr. **ENGLISH**. Our next witness will be Capt. Gary Terry, who is with the Hillsborough County Sheriff's Office in Tampa, FL, and as I understand it, he will be accompanied by Detective Lee Baker. Good morning.

We want to welcome you gentlemen here. We appreciate your coming, and we are looking forward to your testimony.

STATEMENT OF CAPT. GARY TERRY, HILLSBOROUGH COUNTY SHERIFF'S OFFICE, TAMPA, FL, ACCOMPANIED BY DETECTIVE LEE BAKER

Captain **TERRY**. I appreciate being here today, Mr. Chairman. What I would like to do today is take the committee through an 8-month investigation that the Hillsborough County Sheriff's Office in Tampa, FL, experienced.

We are talking about a particular case in which we have arrested an individual and charged him with nine homicides, and he is suspected of committing a 10th, and numerous rapes throughout the State.

The investigation is going to encompass an 8-month period of time, which involved ultimately a task force formed by the Hillsborough County Sheriff's Office, the FBI, the Florida Department of Law Enforcement, the Tampa Police Department, and the Pasco County Sheriff's Office.

But initially, the investigation began on May 13, Mother's Day. On May 10, 3 days previously, the victim in the lower center, Alana Long, left her apartment complex in north Tampa; she borrowed $10 from a resident there, and left, walking away from the apartment complex, and that was the last time she was seen.

Mother's Day, two children playing in a vacant field in southern Hillsborough County discovered the remains of Ms. Long. When we arrived at the scene, we found Ms. Long had been displayed and she was nude, she had been bound, her hands behind her back and also a rope about her neck.

Intensive investigation was initiated. But right at the scene, we realized that we had a problem. In Hillsborough County, we have 1,062 square miles. We have an average of 30 to 35 homicides a year, and while we have in the past have had cases of homicide where the victim is bound, they are very unusual, and that immediately struck us at this crime scene.

We had just recently completed a homicide case in which the FBI laboratory here in Washington was very instrumental in providing testimony that convicted an individual for homicide in Tampa.

So, at this crime scene, with the evidence that we found, we knew immediately we had a problem. Instead of the normal course of affairs, as to send your evidence to the laboratory in Washington by mail, we didn't do that. We had a detective, we packaged the evidence and personally flew the evidence here to Washington, and walked into the laboratory with the evidence and met with the agents, and told them that we felt we had a problem, explained the case personally to them, and they began analyzing the evidence.

So this is May 13.

Mr. English. What year was that, Captain?

Captain Terry. Sir?

Mr. English. What year?

Captain Terry. That was 1984.

This is the first homicide. Then approximately a week later, on May 27, the young lady pictured to the right side of the county map, Michelle Sims. She was last seen in a convenience store on Kennedy Boulevard in the western part of the city of Tampa. We found her off the interstate system in eastern Hillsborough County.

She had been bound, her hands tied to her side, a rope wrapped around her neck, fully nude with her clothes scattered about, with her throat cut. Her throat had been cut so severely that it nearly decapitated her.

Immediately, upon looking at the scene, we had the same homicide investigators assigned, we felt a gut feeling that this was the same person responsible. It was here the physical evidence came into play.

The detectives working the scene were able to find tire impressions in the dirt near the body. The tire impressions had left a portion of the word "Goodyear" in the dirt. And the way the tire impressions were where the suspect vehicle had apparently turned around, indicated that the tire should be on the inside of the vehicle, so soil cast impressions were taken of the tires.

The clothes that were examined and the body was examined before we sent—again, flew the evidence to Washington, and at the scene, or at the office, the detectives were finding small red fibers on the clothing. At that time, it did not seem particularly significant. We knew it was something. We didn't know what.

It wasn't until the evidence reached the lab in Washington, DC, here again, where we flew it up, that the agents here in Washington, at the lab, made a match of the fibers.

Special Agent Mike Malone of the FBI could positively tell us that the same fiber that he found on the No. 2 victim, Michelle Sims, he had also found at this time on the first victim. So the FBI was able to confirm our gut feeling with physical evidence that we had the same suspect, we felt, responsible for both homicides.

Also at the same time, we had the tire impressions that we took to the lab here, and it was a unique tire. They identified the one, the Goodyear; but the second tire was a unique tire, so they referred us to Akron, OH. We flew a detective out there with the cast prints, and met with people in the Goodyear factory out there where the tires are made, in Akron, OH.

They examined the tire impressions, and then they called us later and we identified that as a Vogue tire, which only comes on Cadillacs. It is a distinctive tire. It is a very expensive tire, it has a gold rim around it.

Also, at this crime scene, we had also found a men's T-shirt, which had the size which we knew was distinctively different from her clothing attire of that day. So based on physical evidence, we had developed a physical profile through physical evidence of the suspect.

But we went one step further. We contacted the people at Behavioral Sciences in Quantico, and requested a profile be performed on the individual, or the suspect, and we presented these two cases.

In the midst of presenting these cases, then we had the third victim, Loundenback. She is in the lower right-hand corner. The distinctive thing about this victim was the way she was found. She had been seen leaving a residence up in northern Hillsborough County, hitchhiking, she disappeared.

We found her on June 24, 16 days later. Initially, she was not suspected to be a victim of the same suspect, because she was fully clothed. She was not bound, she was not nude, but again, when the evidence reached the FBI laboratory here, they again found the same fibers on this victim as they had in our first two victims.

The FBI profile came out and provided us with a basic idea of the type of individual that we were looking for. This, in conjunction with the physical evidence that we already had, we had an idea of what type of suspect we were looking for, but again, did not have any idea who he was, but they assured us in Quantico that an individual like this was very likely to commit, continue to commit, these types of murders.

Then we have our fourth victim, Chanel Williams. Chanel was last seen, again, in north Tampa, on a street corner. She was seen by one of her friends, and she was going to follow her friends down to a motel. She never showed up.

We found her 8 days later in northern Hillsborough County this time. She was completely nude. She was not bound, and she was the first black victim. However, while the other victims had died from strangulation, this victim had been shot.

Initially, we thought, though there were different opinions, that maybe this wasn't related. But again when the evidence reached the FBI in Washington, they again found the red fibers.

It was prior to this incident, the fourth victim that we knew, naturally, we had the same suspect. And in law enforcement, you have the responsibility, while we want to apprehend the individual responsible for this, we also have to make the public aware.

So the sheriff went public, in the fact that he indicated to the public, we do have links. We didn't elaborate on the links, but we did tell the public, there is a problem with the similarities in these homicides, to warn the public.

We kept certain information confidential, naturally. This evidence especially was the fiber evidence, which the FBI had discovered, the primary evidence that we kept confidential.

Then, on October 14, two individuals in an orange grove in eastern Hillsborough County, were looking for artifacts, and they found a female victim of a homicide in the orange grove. She is on the top, second from the left, Karen Dinsfriend. She had been missing a day.

She, again, had been seen on the street in the city of Tampa and disappeared. The victim this time was again bound with ropes about her ankles, her hands; and she was wrapped in a blanket. There were certain indications that ligatures had been about her neck but this time they had been removed and not left at the crime scene.

Again, the evidence was evaluated; it was sent to Washington. Again, they found the fibers.

At this time, and previous of this, we were exploring all type of techniques, anything to help us in the case. We were sending detectives across the country. We went so far as to send detectives to New Jersey to pick up a witness, to bring her back to try to help pinpoint where some of our victims had been.

We began employing surveillance units on the eastern part of Hillsborough County, surveilling the different exits of the interstate system, because that is where at that time, the body dump sites were located at.

I had talked to the people in Atlanta, at the task force. We began to surveil the exits to see if we could find any common denominator, locate any kind of vehicle in these wooded areas.

We contacted ROCIC, utilized an infrared device which they have. We flew helicopter flights at night, with heat-seeking devices, trying to attempt to locate vehicles parked in wooded areas, or any kind of heat-seeking object in these woods.

We employed decoys, surveillance on the areas where the victims were being picked up by the suspect, in hopes that maybe the suspect will pick up one of our undercover officers.

So, at this time, we were reaching into all areas, because we don't have any idea who the suspect is. And up to this time, all the homicides had been in Hillsborough County. And then our next victim, Ms. Kimberly Hopps, who is on the top right-hand corner, her body is found, the remains of her are found in the eastern—again, northeastern Hillsborough County, within 25 yards of the Hillsborough County-Pasco County line, as if the suspect could have deliberately left her in Hillsborough County instead of the other county.

Again, she is found nude with her clothes missing, except here, the period of time she had remained there was 28 days, we were unable to determine if any ligatures had been used in this particular case.

Then our next homicide, this time it is Virginia Johnson. This victim is found in a neighboring county, Pasco County. Our detectives hear of the discovery of the body in northern Hillsborough County on the radio, the commercial radio. They drive to the scene and just observe the scene, because it is in a different jurisdiction, and just observe the scene, and speak briefly with the officers at the scene.

And as soon as they are told that the victim was bound, they call us back into the office and tell us, it is the same individual.

One key thing we began as soon as we had the first victim, we began to exchange information from our office to the Tampa Police Department and the other sheriff's offices immediately in our jurisdictional area.

So as soon as they tell us the victim is bound, we knew the suspect has hit now in a neighboring county. Those officers are brought to our county, and we discussed the case. While a task force is not in effect, we are still exchanging information.

The next victim was found on November 12, 1984. She had been missing 1 day. This victim was found in the city of Tampa, again a different jurisdiction, and the first one in the city. While all the other cases had come from the city, the bodies, the homicides were being committed in the county, and dumped in the county. This victim was killed and dumped in the city of Tampa.

We were called by the city police department, because they were aware of our investigation, aware of our cases, and they are aware of our fiber evidence. They call us to scene, and we go to the scene.

While the victim is not tied, there are again ligature marks about her neck, and once she is taken to the medical examiner's office, the officers at the scene are able to find fiber, again, on this victim.

And the fiber I am talking is in the middle of the display here, underneath Mr. Long's photograph. That is a blowup of a microscopic cross section of one of the fibers that had been found by the FBI.

So we find the fibers again, and send it to the lab in Washington, and again, they are able to connect all of these homicides through physical evidence.

Then, the one individual that we were able to discover that brought these facts together was this lady right here, Lisa McVey. Lisa worked at a doughnut shop in the city of Tampa, and on November 13, she was on the way home, approximately 3 in the morning, when the individual suddenly jumped out from behind a vehicle and snatched her off her bicycle, and kidnaped her.

She was held for approximately 26 hours, and then she was released alive. The evidence from this particular case—this is where it became important that our agencies were exchanging information, and especially about the fiber evidence.

The Tampa Police Department sent the evidence, the clothing of this rape victim to the FBI laboratory here in Washington, and it was here that the lab found the same red fibers from this live victim that we had found on our homicide victims.

It was at this point that we had our first identified live victim. And this was a very sharp young lady. While being kidnaped, she was blindfolded, but on leaving the residence where she was kept as a kidnap victim, she was able to glance through the blindfold and notice inside the vehicle the word "Magnum" written on the dash.

She was taken to an apartment where she was sexually assaulted, and upon leaving the apartment, she was in the vehicle, and the suspect stopped at a money machine, one of these 24-hour teller machines in the area. And she heard the jingle, or the noise that the machine makes.

Then he got back in the vehicle and drove her back into Tampa and turned her loose. But on the way, she also saw a motel, which is located in northern Hillsborough County, off Fowler Avenue.

So, as soon as the—the case is being investigated by the Tampa Police Department until the FBI laboratory matches the homicide case. At that time, we had pulled all the agencies together.

A task force is formed at the sheriff's office, consisting of the FBI, the Florida Department of Law Enforcement, the Pasco Sheriff's Office that has a homicide victim, and the Tampa Police Department, and of course, the Sheriff's Office of Hillsborough County.

At that particular time, we were again talking to the officers in Atlanta. We all came together, the officers, and began an intensive search for the suspect that she had identified.

It was in checking of the area up in northern Hillsborough County that we identified the apartment complex tentatively, and then two Tampa Police Department officers, who were members of the task force, were in the area——

Mr. ENGLISH. Excuse me.

Captain TERRY. Yes, sir.

Mr. ENGLISH. Could you tell me what the task force is that you are referring to? You have mentioned an Atlanta task force. What specifically——

Captain TERRY. The Wayne Williams Task Force up here.

Mr. ENGLISH. Oh, the Wayne Williams Task Force.

Captain TERRY. We had gone up there to talk to them, because they had also experienced the fiber evidence being discovered in their cases, and we had talked to them in length about their investigation up there.

Mr. ENGLISH. Thank you.

Captain TERRY. The two Tampa Police Department officers, members of the task force, were checking areas—saturated the area, trying to locate the apartment and trying to locate the suspect, and they spotted a red Dodge Magnum, which she had described on the dash of the vehicle. They spotted it going down the street in Tampa.

They stopped it, took a photograph of the individual, who was identified as Robert J. Long, and came back to the office. At that time, we did not have anything to conclusively prove he was the suspect. He was allowed to leave.

We flew to Tallahassee, got a list of all the Dodge Magnums in Hillsborough County, and brought those to the office. We were pouring over 450 Dodge Magnums in Hillsborough County, a list of all of those. We found Mr. Long's name on that list.

By this time, also, we had subpoenaed records of the bank in Jacksonville that had the banking accounts for that money machine, or the money machines in northern Hillsborough County. We found a money machine with a transaction at about approximately 3 in the morning in northern Hillsborough County in the name of Robert J. Long.

We determined his apartment complex, where it was located. Began surveillance of the apartment complex. At this time, we focused on Mr. Long. In the next 36 hours, we initiated surveillance around the clock of Mr. Long. We were able to locate him back at the apartment.

The FBI laboratory was called again in Washington. They flew special agent Mike Malone and another agent down from the laboratory to be prepared for the arrest when it was effected.

We contacted the special agents in Quantico, behavioral sciences, consulted with them on the interview techniques. They gave us certain guidelines and pointers in how to conduct an interview with the suspect once he is arrested.

A special agent from the FBI field office who did our profile was at the scene. Surveillance was initiated. We obtained the search warrants for the apartment. At this time, only for the rape victim, initially.

We also obtained arrest warrants for his abduction and the release of Lisa McVey. We had air and ground surveillance by undercover officers. He went into a movie house in western Hillsborough County to watch a Chuck Norris "Missing in Action" movie.

When he came out of the movie, he was immediately arrested, his car was seized. At that time, we found on the car a Vogue tire, a Goodyear tire—in other words, we placed all three tires on that vehicle from the second crime scene exactly where we said they would have been.

We took fiber samples from the car. We flew the agents from Washington that were at the crime scene, flew them to Sanford at the crime laboratory of F.D.L.E., where they analyzed the fiber evidence, and they called us immediately and said it matches.

All the homicide victims were in that vehicle. An interview was begun of Mr. Long, and once the physical evidence was laid out for Mr. Long, a confession was obtained.

And as a result, like I said, he has been charged with nine homicides. He has been convicted of one homicide in Pasco County, which he has received the death penalty for. He has also plead guilty to homicides in Hillsborough County. He has been sentenced to, in a plea negotiation, to 26 life sentences, 24 of them which run concurrently, 7 life sentences with no parole for 25 years, 2 life sentences to run consecutively to the first 24 life sentences.

We are scheduled to go to a penalty phase in the second homicide case in July in Hillsborough County. But we are of the opinion that this a classic case of when agencies are cooperating together with a total effort, involving city, county, State, and Federal agencies we can successfully investigate and ultimately arrest an individual responsible for these type homicides.

Thank you.

Mr. ENGLISH. Thank you very much, Captain.

Were you able to determine why this last victim was released alive and the others killed?

Captain TERRY. Subsequent to the arrest of Mr. Long, it was publicized, the fact that he had been arrested. And at that time, other victims came forward, rape victims. We have determined that there were other rapes being conducted or committed by this individual in neighboring counties, but he would not commit those rapes of that nature in Hillsborough County.

Pinellas County and Pasco County had rapes, but they were where the individual would come into the house, rape the housewife, and then flee, in which he has been tried and convicted in two other counties of those rapes. So, those rape victims he did not kill, these young ladies he did kill.

Mr. ENGLISH. Any reason——

Captain TERRY. We have called the people in Behavioral Sciences and we are still pondering that.

Mr. ENGLISH. What was the first indication that you had with this first murder victim? What made you think that it was more than simply an ordinary homicide, other than the fact that the victim was bound?

Captain **Terry**. The way that her body was displayed. You just—law enforcement circles have a saying that a crime scene will talk to you, if you will listen to it or if you just interpret the evidence, there is evidence there, you just have to find it.

And our detectives, Detective Baker and other homicide detectives assigned to this case did a superb job, but it was just that she was bound with a rope around her neck with a leader—leash-like, 18-inch rope attached to those ropes around her neck, the way her hands were bound, that is just not—we have not encountered anything like that before.

Mr. **English**. Well, the Secret Service has indicated to us that there is no magic answer or manual for handling any type of serial crime investigation. But you came up with these peculiarities, the thing at least seemed to indicate to you that this was something special.

Do you think it is possible to put together some kind of crime manual; things to look for, helpful hints, whatever you want to call it, that could be dispersed to police departments that would indicate to them that they may have something more than the ordinary run-of-the-mill murder?

Captain **Terry**. I don't know that we could put a manual on how to investigate every serial homicide. But I think we could come up with a format or suggestions on how to investigate these homicides. We made mistakes, every agency makes mistakes, and we did a lot of things correctly, but I think we can learn from different agencies' experiences, that have undergone an investigation of this nature.

What a lot of local agencies don't really realize is that they can be a subject or be involved in something like this, we didn't. The problem is that some agencies may be experiencing this right now and not realize it.

One thing we have learned, at times we were looking for things that were so common, we were looking for links. But there may not be links between all the victims and all the cases, and that may, in fact, be a link itself.

When we encountered the black victim, that was totally out of character. She was black, she was shot, she was not bound, but the physical evidence tied it right together.

Mr. **English**. Was Robert J. Long, a native of Tampa, or had he lived anywhere else? Was there any evidence that he committed similar crimes in other jurisdictions?

Captain **Terry**. He is suspected of committing rapes throughout the State of Florida. He is originally from West Virginia, he spent time in California. He was on probation for aggravated assault when he was arrested.

He got into a vehicle a year or so previous to his first homicide that we are aware of, talked his way into a vehicle and pulled a knife—pulled a firearm on a lady and threatened her in the vehicle. She turned the car over and he fled. He was subsequently apprehended for aggravated assault with a firearm, and he was on probation for that when he was arrested.

Mr. ENGLISH. Well, I think we would have to assume that he likely committed offenses in these other jurisdictions. What would you characterize the likelihood to be that he did not commit offenses in these other jurisdictions? What would you give in the way of odds on that?

Captain TERRY. I am not a betting man, Mr. Chairman, but I am—we have not heard the last of Mr. Long. We have not closed the investigation.

Mr. ENGLISH. And so, you are making this information known to these other areas where he lived, that he may very well have been active in their areas?

Captain TERRY. Absolutely. We held—one thing we did after the arrest was effected and after some followup, detailed followup by the task force, we had a meeting in Tampa, invited agencies throughout the State, and through this, we were able to link him with other homicides—not homicides, but rapes in the Miami area.

Mr. ENGLISH. What was his age?

Captain TERRY. Thirty-one.

Mr. ENGLISH. At the time that he was apprehended?

Captain TERRY. Yes, sir.

Mr. ENGLISH. I have heard it speculated that these individuals, when they begin to kill, may be around the age of the midtwenties. Did he live in the Tampa area for the past 6 years?

Captain TERRY. No, sir. He has lived in other areas, specifically the Miami area.

Mr. ENGLISH. Following the profile of such an individual, that kind of a serial killer, it may be that he has killed in other jurisdictions, other areas.

Captain TERRY. It is very possible.

Mr. ENGLISH. Captain, I want to thank you very much for your testimony. It is very helpful, and again, it helps to give us a little better picture, I think, of what we are dealing with here.

Thank you.

And we will recess for a vote here.

[Recess taken.]

Mr. ENGLISH. Our next witness will be Karen Pamplin, who is an analyst with the Regional Organized Crime Information Center in Nashville, TN. Ms. Pamplin, we are delighted to have you with us today, and you are accompanied by——

Ms. PAMPLIN. Mickey McDaniel.

Mr. ENGLISH. Mr. McDaniel, glad to have you.

Mr. McDANIEL. Thank you, sir.

Mr. ENGLISH. I might say, before you get started, it is my understanding that both the Secret Service and Captain Terry presented similar presentations to the national conference that took place out in Oklahoma City, the national meeting that took place in Oklahoma City 3 weeks ago. They have several inquiries and calls from people who think that they have had this same individual that they have identified here who committed such crimes in their areas; is that right, Captain?

Captain TERRY. Yes, sir.

Mr. ENGLISH. Thank you. I just want to get that on the record. Ms. Pamplin.

STATEMENT OF KAREN PAMPLIN, ANALYST, REGIONAL ORGANIZED CRIME INFORMATION CENTER, NASHVILLE, TN, ACCOMPANIED BY MICKEY McDANIEL

Ms. PAMPLIN. Thank you. I appreciate this opportunity to testify before you on behalf of the Regional Organized Crime Information Center, located in Nashville, TN.

I have been an analyst with ROCIC for the past 2½ years. ROCIC provides many services to our member agencies. Some of these services include providing analytical assistance, sharing information about traveling criminals, and providing financial support for multijurisdictional sting operations.

We have also been involved with collecting and disseminating information about serial murders since January 1984. At that time, we participated in a serial murder conference, which was sponsored by three of our member agencies in Monroe, LA.

With your permission, I would just like to tell you briefly some of the events which lead to this conference in Monroe, LA, and the role which ROCIC eventually began to play in providing information about serial murders to various police agencies throughout the United States.

The problem faced by the Louisiana officers in early 1982 is one frequently encountered by law enforcement agencies when faced with a serial crime. The serial murderer is often a transient individual who travels a great distance in a short period of time, and kills for no apparent reason.

Seldom does he have any connection to his victim, nor to the area in which the crime occurred. This was the case in Monroe, LA, in April 1981, when a young white female left her friend's apartment and never returned.

Investigators later discovered her abandoned vehicle a short distance from the apartment. The motor was running, the lights were on, and the driver's door was ajar. Her body was found approximately 5 miles from her car on an isolated dirt road. She had been shot twice in the head with a .22 caliber weapon.

Upon closer examination, officers noticed that the rear bumper of her car had been damaged. And it appeared that when the suspect or suspects damaged her car, the victim exited her car to check and see what the matter was, and then she was kidnapped at gunpoint, taken to the dirt road, raped and murdered.

The second homicide occurred several months later, in February 1982. This victim, a 16-year-old white female, worked part-time at a movie theater in the general vicinity where the first victim disappeared.

As a precautionary measure, the victim's boyfriend would always meet her after work and have her follow him to his apartment. Neither the boyfriend nor the victim's parents allowed her to travel alone at night.

In fact, the victim had a routine whereby she would telephone her parents as she was leaving her boyfriend's house, so they would know exactly when to expect her.

On this evening, she phoned her parents at 11:45 p.m. from her boyfriend's apartment, and informed them that she would be home around midnight. When she did not arrive, her mother became concerned and began to look for her.

This victim's vehicle was found abandoned about a mile from the boyfriend's apartment. Her body was found about 6 miles from the car. She also had been shot twice in the head.

The first bullet entered her left wrist as she was driving and shattered her watch, which stopped at exactly 11:57 p.m. The bullet finally lodged in the base of her skull. The second shot was fired as she attempted to flee, and this one lodged in her forehead.

Officers immediately noticed similarities in these two murders. Both victims were driving light-colored, late model Ford Mustangs. Both girls had traveled through the same area of town and had strikingly similar physical characteristics. Both were slender, attractive females with auburn hair. Both victims were taken from their cars and killed. And both victims were what we classify as low-risk victims. These are victims whose propensity for danger is minimal. Neither of these girls had anything in their backgrounds to indicate any type of criminal activity.

However, despite their low-risk lifestyles, on the night of their murders, their exposure to danger was greatly increased by several factors.

They were both young females, traveling alone, late at night. These cases illustrate the point that not all victims of serial murders are transients, prostitutes, or hitchhikers. These girls were cautious individuals who just happened to be in the wrong place at the wrong time.

As is often the case with serial killings, the victims had no connection with each other, nor to their assailant. Thus, investigators had little information to work with, other than the evidence gathered at the crime scenes.

In an effort to identify the killer or killers, the Louisiana officers began notifying neighboring agencies requesting information on similar homicides. Unfortunately, their efforts were limited to State boundaries.

Therefore, officers in Texas, who had an excellent suspect for the Louisiana murders, were unaware of the murders in Louisiana. It was not until May 1983 that officers in Louisiana read a newspaper account of an individual incarcerated in Texas for several murders.

Upon contacting Texas authorities, the Louisiana officers learned that Henry Lee Lucas, whose criminal history began 20 years earlier when he stabbed his mother to death, was being held for the recent murders of his common-law wife, an elderly, white female whom he had befriended, and an unidentified white, female hitchhiker.

The Louisiana officers traveled to Texas to interview Lucas. Lucas was able to provide them with some frighteningly accurate details of the homicides. Upon their return to Louisiana, when the word got out that they had talked with this suspected serial murderer, the officers were inundated with requests from other agencies who wanted more information about Lucas.

The Louisiana officers soon realized that the best way to inform the entire law enforcement community about Henry Lucas would be to host a national conference and invite all interested to share this information.

Due to their already strained budgets, the three local police agencies joined together and solicited private donations from the community. Advertising was limited to teletypes and word of mouth. There were no fancy dinners, no plaques, or door prizes offered.

The purpose of the conference was simple. Exchange information on Henry Lee Lucas, his accomplice and lover, Ottis Elwood Toole, and unsolved homicides which may have been related to them.

Despite these meager beginnings, the conference, which was held in January 1984, was a huge success. Over 100 law enforcement officers representing 18 different States attended. Approximately 40 percent of these were ROCIC members. Others were officers from California, Minnesota, Colorado, Arizona, Michigan, Nebraska, Ohio, and Wisconsin.

ROCIC was invited to the conference and transcribed all the proceedings. Afterwards, we constructed a booklet which contained information about Henry Lee Lucas and Ottis Elwood Toole. The booklet included their recent photographs, their physical descriptions, a listing of known weapons they were to have used, and various vehicles they were known to have operated. But perhaps the most important information that was included in the booklet was the case-by-case synopsis of every unsolved homicide which was presented at the conference.

This booklet was disseminated to each attendee, as well as our other RISS projects, and many ROCIC members. We were overwhelmed with the response that this booklet generated. Officers were anxious to learn about traveling criminals and unsolved homicides. We were flooded with requests from officers all over who had heard about the booklet and wanted a copy. These requests came from members as well as nonmembers of the ROCIC.

When officers who had not attended the conference called and wanted a booklet, they were first required to provide us with details of their own unsolved homicides. As a result of this communication exchange, our data base of homicides greatly increased.

We had no idea that our participation in this conference in Monroe, LA would lead to the establishment of a clearinghouse on unsolved homicides, missing persons, and unidentified bodies.

As the Secret Service told you earlier, seldom is an agency prepared for the onslaught of work that is demanded when an agency is faced with a serial killer. We found that we were fielding questions, not only from our 14-member agency States, but also from numerous States outside of our region.

We also began maintaining records of each homicide which was confirmed against Lucas and Toole. The Texas Rangers and the Williamson County Sheriff's Office had established a homicide task force in Georgetown, TX to coordinate interviews with Henry Lee Lucas.

Sgt. Bob Prince, a 15-year veteran of the Texas Rangers, was assigned to head up this task force. ROCIC and Sergeant Prince began to work very closely in sharing vital information about Lucas with the law enforcement community.

As soon as an agency notified Sergeant Prince that they believed Lucas was responsible for their homicide, Sergeant Prince would telephone ROCIC and provide us with a complete synopsis of the case. This information, in turn, would be disseminated to all of our member agencies in our monthly criminal bulletin, as well as to other officers who had called in similar homicides.

Both members and nonmembers began to call and ask if Lucas or Toole had ever committed a homicide similar to theirs. Since we maintained a current report on each case, we would search the system for similarities.

Often, the officer would need to know if Lucas or Toole had ever been in their area. After we checked our log, we would suggest to the officer that he check all traffic records, blood banks, and other citations for any indication that either Lucas or Toole were ever in their area.

We also assisted the homicide task force in Texas by obtaining documentation on some of Lucas and Toole's travels. For instance, we were able to determine that Ottis Toole had received a traffic citation in Florida while he was operating a vehicle that was earlier used in a homicide in another State.

We were also able to locate a vehicle in Arizona which Lucas and Toole had abandoned, which contained several human hairs which may have belonged to victims.

ROCIC was also the link between the task force and authorities in Florida who had Ottis Toole in custody. After officers interviewed Ottis in Florida, and decided that he was involved in their homicide, we would contact them directly and gather the specific facts of their case and include in the log.

We would then notify Sgt. Bob Prince so that he could maintain a current log of Toole's activities. It was vital that as soon as the date of the homicide or travel movement was confirmed, this information be disseminated to as many law enforcement agencies as possible.

One of the difficulties in apprehending a serial murderer is that oftentimes, officers have no idea where the serial murderer was before or after he left their city. Oftentimes, they are not even aware of prior arrests or convictions.

Mobile criminals such as Lucas and Toole had numerous traffic citations, misdemeanor arrests, and blood bank donations. Each activity had to be tracked down, confirmed, and shared with other law enforcement agencies.

While officers are anxious to solve their own cases, they are the most critical of judges to convince that a suspect is indeed responsible for their homicide. Therefore, all information had to be checked and rechecked.

To the best of my knowledge, I know of no other Federal, State, or local agency which had the time, manpower, or funds to research, analyze, and share this type of information as well as ROCIC.

Certainly, the homicide task force in Texas was not equipped. Their task force consisted of two officers who were working around the clock merely answering telephone requests for interviews.

And the Louisiana officers were not equipped with the adequate manpower or funding. In acting as an information clearinghouse, ROCIC soon learned that the job encompassed many tasks beyond compiling reports.

Our telephone began to ring off the hook as investigators in dozens of States heard about our work. On some days, we fielded over 50 calls. Duplicating costs rose as information was shared among requesting agencies. Computer programming costs rose as various analytical needs were met.

Travel costs increased as we traveled to different States in different regions to share information about Lucas and Toole. Eventually, additional personnel had to be temporarily assigned to organize a growing body of information.

At the beginning, we were devoting a few hours each day to this task. As other agencies learned of our data base, this soon escalated to 10 to 12 hours a day.

ROCIC's 10 years' experience in gathering and disseminating criminal information allowed us to meet most of these needs. However, the increasing operating costs were fast consuming our already-strained budget.

Our first priority is providing services to our members. However, we found ourselves increasingly devoting more manpower and more time to rendering assistance to many nonmember police agencies, as well as Federal agencies.

Since I began working for ROCIC, I have often heard that the law enforcement community does not cooperate nor communicate. This is absolutely contrary to the experience that I have had. I cannot begin to tell you of the many, many phone calls we have received as a result of our work with Lucas and Toole from officers all over the United States who have never heard of us, but desperately wanted to share their information about their unsolved case.

Aside from having their case published in a State criminal bulletin, and hoping someone will read the article and recognize the MO, there is little an officer can do when he is faced with a serial crime.

This is the need that was met by ROCIC. The RISS projects are an integrated information management system which have been in operation for several years. As reported to the Justice Department in our quarterly reports, for every $1 of Federal money that ROCIC receives, we return more than $100 in recovery of stolen merchandise, narcotics recovery, and savings of manpower.

Our sharing of information has proven so effective that officers from nonmember agencies contact us daily to share information. As we began to gather information on unsolved homicides, we quickly realized that our present method of analyzing and storing data was ineffective for analyzing data pertaining to homicides.

To address this need, we have developed a computer program especially suited to house and correlate information on homicides, unidentified bodies, and missing persons. As a result of this, we quickly saw that officers needed some type of a forum whereby they could come together and exchange information on similar cases.

Regional meetings provide sufficient coverage for most criminal activity, but are ineffective in dealing with a serial murderer. Therefore, when we were approached by one of the officers in Louisiana who suggested that ROCIC and the other RISS projects sponsor a nationwide conference, we gladly obliged.

From the start, we knew that for a successful conference, total cooperation from each RISS project was a necessity. Seldom does a State or local agency have adequate manpower to host such a meeting, nor does one RISS project alone.

Not only did we need the cooperation of our other sister RISS projects, but we also needed the support of our member agencies. Since we had never attempted anything of this magnitude, we questioned our members to determine if they would support such an idea.

In February 1985, we met with a dozen officers from our member agencies to discuss the concept of a national conference. The response to the idea was extremely favorable. Each agreed that what homicide investigators needed was a forum for exchanging information on their own unsolved homicides. Many officers even volunteered to send analytical personnel to ROCIC to help prepare for the conference.

As you are aware, Mr. Chairman, after 1 year of research, planning, and collecting information, the first national conference on serial murders, unidentified bodies, and missing persons was held on April 13 through 17, in Oklahoma City, OK.

This conference was a tremendous success. It far exceeded our grandest expectations. All but three States were represented; 246 homicide investigators from various local, State, or Federal agencies attended.

As part of registration, attendees were asked to complete and submit to ROCIC a two-page form designed by our planning committee which gathered information on unsolved homicides, missing persons, and unidentified bodies.

By March 26, 1986, we had received a total of 636 cases. And cases are still being received for analysis. Of these cases, approximately 290 were from nonmember agencies. Each case was entered into the computer and analyzed against the data base for similarities.

Each attendee received a computer printout indicating all possible matches to his case. In addition, each attendee of the conference was given a reference manual which included all 636 cases. Therefore, if he felt like a case provided him with similarities to his own, he could look in the manual and read the case for himself.

The attendees were also given an analytical booklet which described the cases in general. Charts and graphs illustrating the most frequent victim and their cause of death were also included in the booklet. There are approximately 90 agencies who, although unable to attend the conference, still submitted homicides for analysis. Each of these cases have been analyzed and the results have been mailed to these agencies.

Speakers were from all aspects of homicide investigation. Topics included task force operations, facial and skeletal reconstruction, psychological profiling, crime scene reconstruction, and polygraphing serial murderers.

Preliminary evaluation results indicates that 99 percent of the attendees completing an evaluation requested that an additional conference be held next year. Perhaps the most notable result of the conference has been the sharing of information between agencies.

Agencies from Louisiana, Connecticut, Kansas, Oklahoma, Missouri, Alabama, Florida, and New York have notified us that they have been in contact with each other with similar homicides.

According to one attendee, Detective Capt. Bill Murray of Albany, NY, he has been in contact with four other States regarding similar homicides. In an interview with Law Enforcement News, Captain Murray exclaimed: "A very worthwhile conference. It opened up a lot of areas to look at in some of our own cases. I have made some very nice contacts across the country."

And one of my most favorite responses came from a Lt. Jackson Beard, who is the director of the Green River Task Force in Seattle, WA, who stated that: "It is the best working seminar of its kind I have ever attended. I think we are making a big mistake if we don't have at least one a year."

Hopefully, with your continued support, ROCIC will be able to continue sharing information about traveling criminals to local, State, and Federal agencies. With your cooperation and the cooperation from all agencies, ROCIC can continue the fight against the traveling criminal.

Thank you for this opportunity to testify before you and to speak to you on behalf of the RISS projects and ROCIC.

Mr. ENGLISH. Thank you very much, Ms. Pamplin. I appreciate it.

In the cases that you have observed, and I think you have mentioned some 600 that you have been able to categorize, what percentage of the victims would be women?

Ms. PAMPLIN. The majority were women, the majority were white women, the majority were white women between the age of, say, 15 to 25.

Mr. ENGLISH. How high a number, would it be 90 percent, 80 percent? Roughly, I am not going to hold you to it, but I am just trying to—it seems like all the cases that I have heard of, virtually all of the victims were women——

Ms. PAMPLIN. I would say it was close to 75 or 80 percent were young women, young, white females.

Mr. ENGLISH. Young, white females, so that even ties it down——

Ms. PAMPLIN. Right; and the most frequent cause of death, I believe, was strangulation. And the most frequent occurrence was in the victim's apartment or her home. And the results of all these tabulations were included in an analytical booklet which the officers all got when they registered.

Mr. ENGLISH. Of those 600 cases that you put together, in how many of those have you seen similarities? How many of those do you suspect are committed by the same individual?

Ms. PAMPLIN. Out of the 636 cases, what we did was we put together a computer program that would analyze the cases according to certain primary variables that the officers thought were the most important factors in matching up a case.

Each officer was given a computer printout which had the list of agencies that had similar cases and where those similarities occurred. Out of all the cases that were submitted, I would say maybe 20 or 25 had no matches whatsoever.

Mr. ENGLISH. You mean out of the 636, all but 14 had similarities?

Ms. **Pamplin**. Did not have.

Mr. **English**. Did not have similarities.

Ms. **Pamplin**. In other words, there were 14 officers that had cases that nobody else had anything similar to.

Mr. **McDaniel**. 622 had similarities.

Mr. **English**. Well, in those kinds of cases, then, how many—what percentage of those—again, give me a rough figure—what percentage of those would you anticipate that the similarities were strong enough that they were likely committed by the same individual?

Were you able to group them together and say, OK, we have 600 cases, whatever it happens to be, which contain these very similar items, and we have 300 of them where it is strong enough that we feel certain that they were committed by the same individual?

We have this little group over here committed by this individual, this group over here by this individual, this group over here—were you able to do any of that?

Ms. **Pamplin**. We are still looking at that. We are still making some changes in the computer program so that we can look at that and see where the similarities existed and see if they were important enough to indicate one suspect in several cases.

And we are still tallying the results from the agencies that received the analysis to see how far they have gone with their—and see if they have contacted the agencies.

Mr. **English**. I see.

Last month, we took testimony from the FBI with regard to their new VICAP. How does your program relate to VICAP?

Ms. **Pamplin**. Well, in many ways, I think we can provide a lot of information to the FBI, and I think we can complement them and their work with officers throughout the United States. What we do is a much more scaled-down form of analysis.

What they do is much more in depth, and I think the best thing that we can do at this point is to encourage our officers who have submitted cases to us to submit those cases to VICAP for analysis, and we may be even able to weed out some of the cases and contact the officers personally and see that they submit their cases to VICAP.

But what we do is more, leave it up to the officer to contact the agency with their similar case. And the analysis that we do for similarities is just very much on the surface, just deals with a few factors of the M.O. of the suspect. It doesn't really get into physical evidence and any kind of forensic analysis as the FBI does.

Mr. **English**. One fact that has struck me is with so many different jurisdictions, many different police departments around the country, that virtually all have their own way of dealing with information. And so you get information that is classified in a lot of different ways, which I would think would make it very difficult.

If we are indeed going to put together an organized effort, a genuine effort in cooperation with State, Federal, and local law enforcement jurisdictions, it would seem to be imperative that everyone begin using at least the same form, so that we don't have to go through what I would consider to be a very time-consuming, lengthy process of trying to acquire the right information from the right forms. It is like speaking different languages.

Ms. **Pamplin**. Exactly.

Mr. **English**. Would you consider that to be imperative, that such an effort be made to try to get law enforcement jurisdictions using the same type of form?

Ms. **Pamplin**. I think that is an important factor. You don't want to be comparing apples with oranges, but I also think you have to remember, too, that the information that we solicited from our member agencies is not as maybe in depth as what the FBI people need for their VICAP and for their profiling program.

So, in that respect, I think some of the information, if we all used one standardized form, maybe it would be known that ROCIC and the RISS projects only needed a certain portion of this for their information, and the rest the FBI would need.

But I do think that there should be some type of conformity there, because it is a whole lot easier for a police officer or homicide detective, and Mickey can tell you about this, to fill out 1 form than to have to fill out 10 forms, one for his State agency, and one for VICAP, and one for ROCIC. It is much easier if he can just fill out one, or even if he can just call the information in on the phone. I think that is also another avenue that we have used that encourages participation.

Mr. **English**. We have mentioned that the chances of apprehending a murderer after 72 hours drops off rather dramatically. Would there be some wisdom in perhaps using a special form which would provide information that could be utilized, whether it is through you, FBI, or other police departments, after a certain period of time, say after a week, if a particular case has not been dealt with, then these forms would be—it would be agreed upon that these types of forms would be used from that point on; would that make sense?

Ms. **Pamplin**. Right. The only fault I see with that, or weakness maybe, is something that Detective Baker and I were speaking about at the break. The 24-hour period, like you stated, is a very critical period in a homicide, and investigators do not often—they never have time to sit down and fill out a form.

Mr. **English**. That is the reason I was suggesting that after the period——

Ms. **Pamplin**. A week or so——

Mr. **English**. Within a week, say, if a particular case is not solved within a week, then from that week on——

Ms. **Pamplin**. Right.

Mr. **English** [continuing]. Then the form would be utilized at that point, perhaps.

Ms. **Pamplin**. But you also have the problem, too, isn't it much easier for Detective Baker, if he has a homicide that occurs in the morning to call ROCIC and say, OK, this is what happened 2 hours ago, here are the facts, I don't have time to go into anything more, just check your system and see what you have got that is similar; if you do, call me back.

If I check my system, I don't have anything similar, I still have the facts of that case in my data base, so that when Bobby Joe Long decides he is going back down to Miami for the afternoon, picks up somebody else, Miami authorities can call me the next day and I have got that information there in my system.

Mr. **English**. Very good. It would reach a special point after this period, after 1 week, and this would be information that we would be looking at, storing, disseminating, making available across the Nation. Everybody then would be speaking the same language, and that would make it easier for you and everybody else.

Ms. **Pamplin**. Much easier. That is true. Much easier.

Mr. **English**. I am afraid we have another vote. I want to tell you how much we appreciate your testifying before us. Your information has been very helpful.

Ms. **Pamplin**. Well, thank you. We sure appreciated you in Oklahoma City last month.

Mr. **English**. Well, thank you. I enjoyed doing it, and we were glad to host the meeting out there.

Thank you very much.

[Whereupon, at 1:56 p.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]

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